



APCCA 2009

29th Asian and Pacific Conference
of Correctional Administrators



Conference Report **Australia 2009**

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(in collaboration with the Department of Corrective Services
of Western Australia and the APCCA Secretariat)

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HISTORY AND ROLE OF APCCA

Introduction to the 29th APCCA Conference

This is the official report of the proceedings of the 29th Asian and Pacific Conference of Correctional Administrators (APCCA) held in Perth, Western Australia, from 15 to 20 November 2009. The conference was attended by delegations from 23 nations and territories 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 senior and specialist staff.

The conference was hosted by Mr Ian Johnson, Commissioner for Corrective Services Western Australia. Although this was the first time that Western Australia had hosted APCCA, Australia has been a constant and very strong supporter of APCCA. APCCA began in 1980 as a joint initiative between the Australian Institute of Criminology and the Hong Kong Prison Service (see below) and Australia has attended every conference. This was the fifth time that APCCA had been held in Australia (the others being 1988, 1992, 1994 and 2000).

Western Australia's conference theme, *Making a Positive Difference*, was reflected throughout the formal and informal parts of the conference. Valuable information was shared, new insights were gained on how to make a positive difference to both prisoners and prison officers and friendships were formed and renewed. The generous hospitality provided by the Western Australian Department of Corrective Services ensured that delegates from other jurisdictions left Perth with a sense that even in difficult times there are opportunities to make a positive difference. Commissioner Ian Johnson's staff were extremely professional and helpful, providing every possible assistance to delegates. Together they ensured that the conference was not only professionally valuable but also a thoroughly enjoyable occasion. As the rest of this report will show, the contacts made through APCCA are leading to significant regional collaboration and change.

Visits to correctional institutions have always been an integral part of APCCA. 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 Boronia Pre-release Centre for Women and Karnet Prison Farm. Boronia is a 70-bed facility for minimum-security women, which has received international accolades as a model for the reintegration of women prisoners. Some of the women from Boronia waitressed at the conference's welcome reception and the Boronia choir also sang at the opening ceremony. Karnet is a fully working farm and abattoir. It plays a key role not only as a prison but as a major provider of produce across the Western Australian prison system. These visits provided delegates with invaluable insights into the benefits of minimum-security facilities, best practices for women prisoners coming up to release and prison farming.

APCCA History and Traditions

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 2002 by Professor David Biles in a private capacity.

During 2001 and 2002, APCCA established a new framework for its operations with the drafting of the *Joint Declaration* (see below). The *Joint Declaration* established a permanent Secretariat and the Secretariat responsibilities have been jointly shared by Hong Kong (China) and Singapore.

The *Joint Declaration* also set out the roles of the Rapporteurs. Professor Neil Morgan¹ (who had been involved in APCCA coordination since 1997) and Ms Irene Morgan² (who had been involved since 2000) have served as the Rapporteurs since 2003. By pleasant coincidence, Perth is also the Rapporteurs' home.

Between 1980 and 2008, 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 (twice); Malaysia (three times); New Zealand (three times); Singapore; Thailand (twice), Tonga and Vietnam (See *Appendix I*). 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 important traditions. For example, the conference is not open to general registrations but is strictly by invitation to the chief executive officers of correctional departments in the Asia Pacific region. It has also always been accepted that the host has the right to select those to be invited. Host nations have provided hospitality as well as logistical support and an appropriate venue.

APCCA has adopted a number of symbols that embody its enduring values and traditions. The symbols are a Fijian war club, an Indian oil lamp and a flag. Although a Fijian 'war club' might appear to carry connotations of aggression and violence, its true 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 2005 conference in Korea, APCCA adopted a flag which had been prepared by the Corrections Bureau of Korea. This is symbolic of the long life and strength of APCCA. At the 2008 APCCA conference in Malaysia, APCCA adopted a song composed by the Malaysian Prison Department entitled '*Togetherness in Unity*'. The lyrics to the song can be found in *Appendix O* of this report.

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² Senior Project Officer, Legal and Legislative Services, Specialist Services (Deputy Commissioner), Western Australia Police.

APCCA Management and the APCCA Joint Declaration

A critical stage in APCCA's history was the signing of a *Joint Declaration* (see *Appendix N*) by all jurisdictions present at the 2002 conference in Bali, Indonesia. A number of other jurisdictions have signed up subsequently (see *Appendix K* for a list of current members). The *Joint Declaration*, which followed from the recommendations of a working party, sought to place APCCA on a firmer and clearer footing for the future while not detracting from its positive and well-established traditions.

Key features of the *Joint Declaration* include a broad statement of the organisation's goals, establishment of a Governing Board (in place of the former Advisory Committee), formalisation of the APCCA fund (including the establishment of a Finance Committee) and provisions governing the roles of the Secretariat and the Rapporteur.

The Secretariat role has been shared by Hong Kong (China) and Singapore since 2001. Under the *Joint Declaration*, the Secretariat's work is to be reviewed by the Governing Board every two years. At the 25th APCCA in Korea (2005), the 27th APCCA in Vietnam (2007) and this 29th APCCA in Perth (2009), the conference recorded its appreciation to Singapore and Hong Kong (China) and gratefully accepted their offers to continue the role.

Since 2003 Professor Neil Morgan and Ms Irene Morgan have served as the Rapporteurs. As required by the *Joint Declaration*, their roles were reviewed at the 2006 APCCA in New Zealand and their appointment was extended for the period 2007-2008. Under the terms of the *Joint Declaration* they were offered, and accepted, a further three year appointment (for 2009-2011) at the 2007 APCCA.

Conference Papers and Presentations

Topics for APCCA conferences are chosen at the preceding conference (see the report on conference business below). The Rapporteurs then write a detailed Discussion Guide on the various topics (see *Appendix D*) which is distributed to APCCA members in March/April prior to the annual conference. The *Discussion Guide* provides a structure and a series of suggested questions for both the agenda items and specialist workshops. Most of the papers follow this structure, allowing a more structured discussion of the topic in question. Presenters also use PowerPoint to aid their presentations.

In accordance with APCCA tradition, all delegations made presentations to the whole conference on agenda item one and the Rapporteur provided a thematic analysis of the issues raised by the various papers. Discussions on agenda items two to four were held in concurrent 'break out' groups and the facilitators of each break out group presented a summary of the discussions and findings to the conference as a whole. The specialist workshops were also conducted in concurrent groups but were not reported back to the conference as a whole.

During the 2009 conference two specialist presentations were also made. A delegation from Thailand explained the initiatives that are being promoted by

Thailand, with the strong support of members of the Thai Royal Family, to develop Standard Minimum Rules for the Treatment of Female Prisoners. Draft standards have already been developed and will be presented to the United Nations for consideration. Delegates were invited to complete a questionnaire and to comment on those draft rules. The second presentation was by Ms Silvia Casale, formerly the Chair of the United Nations Sub-Committee on Prevention of Torture. Ms Casale explained the workings of the Optional Protocol to the United Nations Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT). OPCAT has so far been signed or ratified by five countries in the region (Australia, Cambodia, New Zealand, Maldives and Timor L'Este). OPCAT has direct relevance to prison administrators in that it requires states parties to ensure that there is no cruel, inhuman or degrading treatment in any place of detention.

Conference Report and Country Papers

One of the most important features of APCCA has been the production of conference reports, the writing of which is the responsibility of the Rapporteurs. The reports are a specialist report and not just a record of the conference. There is a thematic analysis of the matters raised during the agenda items and specialist workshops. In addition, the report includes statistics from across the region, compiled by the Hong Kong (China) branch of the APCCA Secretariat.

The report and the statistics are the most comprehensive source, sometimes the only source, on many matters. Over the years many delegates have commented on the value of the report as a resource in developing correctional policies, laws and practices. The reports are also used in various parts of the region in training programs. Some countries translate those parts of the report that deal with the agenda items and specialist workshops for local use. Even countries who are unable to attend the conferences (usually for financial reasons) have stated that they make use of the report. The statistics and analysis are also used in various academic institutions and in publications on correctional trends and issues.

The Rapporteurs commenced work on the report prior to the conference and completed the draft report on 22 December 2009. The Western Australian Department of Corrective Services circulated the draft by email for comment on 5 February 2010, asking for comments by 5 March 2010. The Rapporteurs coordinated the suggested amendments and finalised the report by the end of March 2010.

OPENING CEREMONY AND OFFICIAL SPEECHES

The opening ceremony was held at the Hyatt Regency Perth, the conference venue. . It began with a welcome to Noongar land by Dr Richard Walley. Mr Ian Johnson (Commissioner for Corrective Services, Western Australia) and the Hon Christian Porter (Attorney General and Minister for Corrective Services for Western Australia) delivered welcoming addresses.

The APCCA symbols were escorted into the conference venue by members of the Department's Emergency Support Group (ESG) and the APCCA song was played. Datuk Wira Haji Zulkifli Omar, Director General of the Malaysian Prison Department and host of the 2008 APCCA delivered a short speech and formally handed over the APCCA symbols to Commissioner Johnson.

The choir from Boronia Pre-release Centre for Women sang two songs, '*We are Australian*' and '*Faith and Mercy*'. The song '*Faith and Mercy*' was composed during song writing workshops at Perth's Bandyup Women's Prison.

Address by Mr Ian Johnson, Commissioner for Corrective Services, Western Australia

Thank you Louise and thank you Richard for the Welcome to Country. Could I acknowledge the Minister for Corrective Services and the Attorney General – the Honourable Christian Porter, Professor Neil Morgan and his wife Irene Morgan – the APCCA Rapporteurs, Director General Haji Zulkifli Omar from Malaysia – welcome, and Anne Kelly the Deputy Commissioner from Canada – our next year's host, welcome as well. Heads of delegations, distinguished guests, ladies and gentlemen. Thanks very much for coming here. I know for many it's a long way, Anne I think you've travelled something like 27 hours so that would be a bit of a record but I certainly look forward to spending 27 hours travelling to Canada next year to Vancouver.

Last night was a great way to start the event off, it was great to catch up with people. I think what shone through for me last night was the spirit of camaraderie. You could see that people were really pleased to meet each other again after not seeing each other after some 12 months and I think that spirit of cooperation shines through because we're all in the same business, we all realise just how challenging it is and it really comes through that you do enjoy each others company and there is that strong spirit of cooperation.

Just at last night's event, I did speak with my Indian colleagues about the cricket and I apologised for Australia beating India in the one-day series and while I've got the New Zealand Commissioner in my sight I'll apologise to you, Barry, for winning the Rugby the other day as well.

I just want to reflect on who we've got here today – we've got some 24 countries represented, I think all up a total of around 180 people have attended this event so obviously Perth is a very popular place. We love to see you here and we hope you have a terrific time.

I also want to remind you a bit about the symbols brought forward last year at the Malaysian conference and what they are responsible for. The black colour represents the Aboriginal people, the red represents the land and that spiritual relationship with the land and the yellow represents the sun, the giver of life. The black swan is the official emblem of Western Australia. Back when this state was discovered, the first thing the initial discoverers saw was 500 black swans on the river, hence the river is now called the Swan River.

Up until that time, Europeans thought the only coloured swans were a white swan and this was the first time the black swan had actually ever been sighted. The Swan River which runs through Perth and eventually takes you down to Fremantle and down to the Indian Ocean is very much a strong part of the Western Australian heritage and you'll be visiting Fremantle later this week to see where the original jail was built, much of it by convicts. So really the Department of Corrective Services (DCS) has a very long history here and is probably one of the oldest if not the oldest Department in the state.

We also made the theme for the conference 'Making a Positive Difference'. We really want to celebrate the work that we do in Corrective Services throughout the Asian Pacific region and I think we're all well aware of just how challenging this business can be. We wanted to make this a positive experience for you all and to also celebrate the things we achieve each and every day that largely go unnoticed by the general community.

I love to see the positive difference that we do make in the lives of offenders and the things we do for them in terms of their induction, education skills, providing a constructive day, programs specific to their offending behaviour, looking at their cultural issues and their re-entry back into the community. I liken it to people coming to us with all sorts of difficulty and challenges in their personal life and it's like having a report card that's not the best report card in the world. I see Corrective Services as trying to move forward with that report card and give them a few 'C's and a few 'B's' that gives them a better chance at when they leave our custody or supervision then the less likely they are to return and reoffend.

We're very much keen in WA and I'm sure you all are, to work together as a team, be professional in what we do, but more in taking pride in everything that we do. If one thing I'd like all of my staff to do is take pride in the fact that they work for corrective services and really take the time when they speak to others just to explain how challenging it is and the work they do.

Last night we saw examples of that. My colleagues around the room in the red shirts are all members of the Department and talking to them last night, they had a tremendous time meeting you all at the airport and looking after you. The enthusiasm and the pride they took in their work last night, during the day and the week that's about to come is to me, a tremendous example of what I want my staff to be doing and what we do in corrective services.

The ladies last night doing the waiting are offenders that are currently based at Boronia prison, a place you'll be looking at later this week. By way of example, last night the event management staff at the Hyatt hotel approached me after the

function. They were so impressed by the ladies at Boronia and the service they provided, that they now want to take part in an employment program with that particular prison. So again, that's just a particular example of what can be achieved if the right people get together with the right attitudes. That will be certainly something we welcome.

I just want to close off by saying this conference is very much about the theme 'Making a Positive Difference' which we can talk about throughout the week. But I think the positive difference I'd like to really emphasise is that we have an opportunity over the next few days to strengthen our relationships and friendships. We have a great opportunity to make sure we have existing partnerships throughout the year before we go to Canada next year and to make sure that we assist each other in any way that we can. There are so many things we can learn from each other and like I say, that tremendous spirit of cooperation is clearly evident and I'd like to encourage all of us to really take the time to get to know each other, to get to understand each others issues and to see what each of us can do for each other in terms of assistance.

I thank you for coming, I hope you have a great time. We certainly are honoured to host you here for the 2009 conference and it is now my pleasure to introduce the Honourable Christian Porter, the Attorney General and Minister for Corrective Services. Thank you.

Address by the Hon Christian Porter, Attorney General and Minister for Corrective Services

Thank you very much to our Commissioner Ian Johnson. Ian has provided a list of acknowledgements, I won't repeat them here. It's my task to welcome you all today. Before I do that I will give one acknowledgement, if I may, and that is to the traditional owners of the land upon which we meet, the Nyoongar people, and to thank Richard for his excellent Welcome to Country. As I said its my task to welcome you all here to Perth and I'm intending to do that not through a long and detailed speech, which I'm sure that you will be thankful of, but simply to raise a few very basic matters and speak very briefly.

The first is simply to say to all of you, a heartfelt welcome to Perth. For many of you it has been a long trip to get to Perth as we are the most isolated capital city in the world. That having been said, I hope that over the next several days you will come to find that we are a vibrant, growing metropolis. We are full of some fabulous restaurants and shops, we are surrounded by the natural beauty of Kings Park and we have lovely beaches. Sadly, due to something of a disagreement that is occurring in state parliament at the moment, you will find it very difficult to shop after 6pm. That is something that we're working on but I can't promise that it will happen by the end of the week so if you can sneak out early to go shopping please do so.

Ian mentioned that there has been something of a history of penal institutions obviously in Australia and in Western Australia. It wasn't something that I was planning to speak on but it is interesting and you might note in your travels around Perth. Given the industry that you're all involved in, you may wish to go down to Fremantle and see what is colloquially known as the Round House, which after the colony's foundation in 1829 was one of the very first buildings in Perth. It is of course a prison and was built by the prisoners using their own labour.

Very interestingly for those of you involved in this industry, it's one of the few surviving prisons in the world that was designed by Jeremy Bentham who at the time was the world's leading philosopher and wrote something like 20 to 30 thousand words for every day of his adult life. Amongst those many words were letters. An enormous number of letters to Governor's of various Commonwealth colonies expressing his view that all sorts of ills in the penal system could be corrected if only Governor's would follow his design for a prison which was a pentagonal design for prisons. And in fact, there is one in Tasmania and one in Perth, Western Australia.

So it goes to show that over hundreds of years with respect to prisons as you no doubt have all realised, everyone's an expert. Everyone knows that one simple thing will cure everything. But of course, the truth is far more complicated than that. What I hope that you will have the occasion of achieving over the next several days is the exchange of ideas. Each of the jurisdictions represented here will have its own particular and peculiar problems which relate to their own culture or geography or policy settings in its criminal justice system.

If I may say so, Western Australia provides services in community corrections and prison services to a land mass twice the size of Western Europe. I'll just say that again, a land mass twice the size of Western Europe. You will imagine that this presents a range of challenges, I won't say difficulties, but challenges that keep my Commissioner Ian Johnson and me very busy. No doubt you will each have your own particular challenges, difficulties and problems that you must overcome and this will be a means of exploring and sharing information with respect to those.

In my very short time as a Minister I will give you my very simple view of what makes for the best operating criminal justice system in terms of corrections institutions, and it's four things. The first is constant monitoring of the prison performance of everything that you do. The Commissioner and I have worked very hard in the last year to try and constantly measure everything it is that we are doing and working out whether or not our performance is up to scratch and if it's not, new ways of doing it. The third thing is planning. The fourth thing is planning and the second thing is also planning. We came to Government not more than a year ago and many of the problems that we were experiencing in terms of a growing prisoner population were on the horizon and were predictable.

Our new Government has invested 656 million Australian dollars to build what will be about 2200 beds into our prison system. Many of those we've had to build on an urgent and immediate basis and represent double bunking but in excess of a thousand of those beds represent entirely new facilities that will be built first of all in the regions in Derby, an Indigenous specific prison. Also in Kalgoorlie and further capacity will be built in Perth.

It seems to me that each of us has our own challenges but planning is very high amongst all of the challenges that we face. One of the peculiarities of democratic systems is it's often the case that one government knows of something that's about to happen but would rather leave the solutions to the next government because they would rather that next government spend the money. That is one of the peculiar duties that you all as civil servants have to press upon your politicians to plan ahead. So if there are ideas that can be exchanged and lessons to be learned, I hope that they are to be exchanged and learned over the next several days and also that you all have a marvellous time whilst you are in Perth.

Thank you and welcome.

**Address by Datuk Wira Haji Zulkifli Omar,
Director General of the Malaysian Prison Department**

First and foremost I would like to extend my thanks and gratitude to Mr Ian Johnson for giving me the opportunity to say a few words on the occasion of the handing over ceremony of APCCA symbols to Western Australia, the host for the 29th Asian Pacific Conference of Correctional Administrators.

On this occasion I would like to congratulate the Western Australian Correctional Administration for successfully organising this prestigious event. I believe Perth as the venue for this year's conference will create a conducive environment for all participants to share and yield ideas pertaining to correctional administration for the betterment and success of correctional administration systems in the Asian and Pacific region. I would like to thank and extend my gratitude to the organising committee for allowing Malaysian delegates to present papers and to act as facilitators during this conference. It is indeed an honour for our delegates to be allowed to participate actively and meaningfully in this year's conference.

I would also like to extend my thanks and gratitude to Professor Neil Morgan and Ms Irene Morgan, the APCCA Rapporteurs, for whom we have very high regards. They guided and helped us in our task of organising the 28th APCCA last year which subsequently ended with the compilation and distribution of the APCCA 2008 Report to all participants involved. We appreciate their professional advice and guidance in making APCCA 2008 successful.

I feel very proud that the theme song contributed by Malaysia "Togetherness in Unity" was sung energetically at this occasion. We hope the spirit displayed through the song will be observed among us to strengthen the ties and cooperation among member countries in achieving excellence in correctional administrative systems.

In conjunction with this year's conference, Malaysia would like to take the opportunity to extend its invitation to member countries to attend short and long term courses offered by Malaysian Correctional Academy, Langkawi. Handouts and brochures on details of courses offered in 2010 have been distributed to all delegates.

I would like to end my speech by thanking you once again. I hope this year's conference will be fruitful and beneficial in the development of the Correctional Administration in Asian Pacific region. Happy conferencing and thank you.

AGENDA ITEM ONE

NATIONAL REPORTS ON CONTEMPORARY ISSUES IN CORRECTIONS

1. Introduction

For many years the formal agenda items at APCCA have commenced with papers on the topic ‘National Reports on Contemporary Issues in Corrections.’ The purpose of this agenda item is to give all delegations an opportunity to present an overview of major trends and issues in their jurisdictions, especially over the past twelve months, and to highlight positive developments and issues of concern.

As APCCA has developed, the papers prepared for agenda item one have become increasingly detailed and sophisticated. As at recent conferences, the country papers generally followed closely the suggested structure of the Rapporteurs’ Discussion Guide (Appendix D). This has enhanced consistency and has improved the APCCA knowledge base and the ability to track regional trends. The oral presentations were approximately eight minutes’ in duration and usually reflected selected aspects of the more detailed written papers that each delegation had provided. The Rapporteurs then provided the conference with an analysis of the most significant trends and developments.

APCCA is unique in bringing together the senior executives from correctional departments in very diverse countries. This conference was attended by some very populous countries (including China, India, Indonesia and Vietnam) and several small Pacific Island nations (Fiji, Kiribati, the Solomon Islands and Tonga). Inevitably the national reports revealed a wide range of issues, reflecting different traditions with respect to corrections as well as the cultural, historical, economic and political diversity of the region. Nevertheless, it was clear that correctional administrators face many common issues.

2. Catering for External Factors

Correctional systems do not operate in isolation and are directly affected by the general socio-economic and political climate of a society. For example, at times of political upheaval or economic difficulty, prison systems may face particular pressures and financial constraints. Globalisation has presented many challenges, especially for developing countries. Furthermore terrorist threats and natural disasters have all impacted on correctional services over recent years. The Discussion Guide invited delegates to consider how issues of this sort, which fall outside the control of correctional departments, have affected service delivery and how correctional services have managed the resulting problems.

(a) Environmental sustainability and climate change

Unfortunately natural disasters appear to be on the rise. For example, at the 2008 conference, delegates learned of the devastating impacts of the Szechuan earthquake

in May 2008 and of the fact that by August 2008, the Hong Kong (China) Correctional Services Department had raised more than HK\$2.4 million from staff, inmates and other sources to assist in disaster relief.

At this conference there were several examples. Indonesia stated that two major earthquakes (one in West Java and one in West Sumatra) had badly damaged prison infrastructure during 2009 and the pictures of the damage had a sobering impact on all delegates. Vietnam suffered a great deal from storms, landslides and floods which have destroyed or damaged some prisons. In terms of tackling serious disasters of this sort, Vietnam reported that staff and prisoners are now required to play a far more active role in planning to combat storms and floods.

The Pacific Island nations are at particular threat from global warming and climate change as well as from tsunami's and other phenomena. In Tonga, three officers and ten prisoners were very lucky to escape with their lives when a tsunami suddenly struck. Climate change was a major focus of the paper from Kiribati. Over recent years rising sea levels have caused a prison wall to collapse and forced the closure of the prison. There are also growing problems with respect to drinking water contamination. In Kiribati tsunami alerts caused another problem as staff wanted to leave their posts to go home to be with their families. The Solomon Islands also noted that when tsunami warnings are issued the correctional system faces significant costs as well as logistical problems in evacuating prisoners to safety.

Issues of this sort are undoubtedly leading to a much sharper focus on environmental sustainability across the whole region. For example, Cambodia stated that the new standards that have been developed with respect to prisons include an environmental impact statement. In Australia, environmental sustainability and water saving attract an increasing focus. In terms of sustainability within the prison system, many delegates commented after their visit to Karnet Prison Farm, on the benefits of having such a production system within the remit of correctional services.

(b) Economic development and globalisation

It is clear that globalisation and modern forms of communication mean that crime will increasingly transcend jurisdictional boundaries and that there is a need for a more unified approach to tackling such problems. Over recent years Malaysia, Brunei and a number of other countries have witnessed a flood of illegal entrants looking for work. There are also increased opportunities for economic crime (a point made by Macao), internet crime and criminal activities that spread across borders such as 'people smuggling', an issue that was prominent in the news in Australia at the time of the conference.

In some countries the process of urbanisation is also creating stresses. Cambodia and China both mentioned these issues, with China commenting that 'the prison system cannot meet the demands of continuing social development'.

During the 2008 conference a number of countries expressed concern at the likely impact on corrections of the Global Financial Crisis (GFC). It was feared that the GFC would lead to more property crime and therefore more prisoners but that the resources allocated to corrections to manage offenders would decline due to financial constraints. Fortunately the impacts of the GFC in the Asia Pacific have been

somewhat less than feared and a number of countries, including Hong Kong (China), noted there had been no identifiable impact on crime rates. However several countries, including Australia, Cambodia, Malaysia, Mongolia and Vietnam, did report an adverse impact on corrections as a result of the financial constraints associated with the GFC. Malaysia faces particular pressures with the Prison Department being required to make savings of ten per cent.

The Pacific Island nations reported little direct effect from the GFC but Kiribati made the important point that isolated countries, which are heavily dependent on imported goods and produce, are indirectly affected. It was also noted that at times of financial difficulty the amount of money available by way of foreign aid programs to developing countries will tend to decline.

(c) Political instability and political change

It is very pleasing to report that fewer parts of the region now report serious political unrest. Sri Lanka reported that ‘three decades of civil war destroyed civil development in the country’. The economic situation has still not stabilised but there are some far more positive signs for the future. It was also pleasing to learn that in the Solomon Islands foreign assistance has helped to build local capacity so there is now far less reliance on foreign aid and Solomon Islanders themselves are more in control of their own destiny.

Political change is always an interesting factor. The treatment of prisoners was an issue in Malaysia’s 2008 general election and ‘law and order’ are constant political themes in Australia, New Zealand and Canada. As the New Zealand presentation showed, these debates can translate into important policy changes such as the decision to open up the opportunity for private sector involvement in prisons. In the host State of Western Australia, a focus on ‘law and order’ and a tightening up on parole are two of the factors behind a rapidly rising prison population.

3. Prison Populations

All jurisdictions provide the APCCA 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 and will not be repeated in detail here. The aim of this part of the report is to note trends in this critical area.

(a) General trends

There are large differences in the rates of imprisonment across the region, as measured per 100,000 of the population. However, from the point of view of prison management, the actual rate per 100,000 at any given time is probably rather less important than trends over time.

Increasing prison populations

Prison populations are generally rising. Sometimes this is attributable to very positive improvements. For example Cambodia attributed its rise in prisoner numbers to improved law enforcement and policing as the country has developed.

Some countries have experienced a consistent and dramatic increase in the number of people imprisoned per 100,000 of the total population over the past decade. Malaysia's prison population increasingly outstrips prison design capacity. New Zealand's prison population has grown very rapidly over the past 20 years and although it declined slightly from 2007 to 2008, it is projected to increase again. Australia's imprisonment rate has grown from 134 per 100,000 in 1998 to 170 per 100,000 in 2008. However rates of incarceration vary widely between the different Australian States and Territories. The host, Western Australia, experienced a particularly dramatic rise in prisoner numbers during 2009.

India's imprisonment rate per 100,000 is still very low compared with most countries but the number of prisoners is increasing and many parts of the Indian system continue to experience very serious overcrowding. In Vietnam the number of people in prison has increased over recent years but shows some signs of stabilising. Indonesia (an increase of more than 60 per cent since 2002) and Sri Lanka have also experienced big increases over recent years.

Prison populations are also rising in some of the Pacific Island nations including Vanuatu. Macao's (China) imprisonment rate was relatively stable for a number of years but has started to increase.

After a very rapid rise in prisoner numbers, and a peak caused by its 'war on drugs' in the early part of the 21st century, Thailand witnessed a big decline from 2003 to 2006. However the last two years have seen an upward trend.

Relatively stable or declining prison populations

It is important to note that several countries have experienced relative stability or even a significant decline in prisoner numbers. Brunei Darussalam's prison population has been stable or declining for many years. Canada's prison population decreased slightly in 2007-2008 (4%) and remains well below 1998 levels (around 18% lower).

Many of the Pacific island nations, including Tonga and Kiribati, currently have stable or declining prisoner numbers. In the Solomon Islands the prison population increased dramatically at the time of the ethnic tensions and then declined but increased slightly in the past year. In Fiji the prison population grew by 20% from 2002 to 2008 but has subsequently declined slightly.

Japan's prison population increased very significantly from 1991 to 2006 but then stabilised. Although Japan expressed some concern at the 2008 conference that the Global Financial Crisis would exacerbate the problem, Japan actually experienced a drop in prisoner numbers over the past year.

Mongolia has recorded large increases in prisoner numbers in recent years but the latest figures show a slight decline.

The most marked long term declines are probably to be found in Hong Kong (China), Korea and Singapore. However in both Korea and Singapore, the population has started to increase. In Korea the prison population steadily increased during the 1990's to over 70,000 inmates but dropped to less than 47,000 in 2008. However the last 12 months have seen a significant increase, especially in the number of remand inmates. Singapore's prison population dropped by around 30% from 2002 to 2008 but has begun to increase since the end of 2008 and is projected to increase further.

Hong Kong (China) has seen a significant decline of around 17% in prisoner numbers since 2004. The numbers continued to drop over the past year.

(b) Sentenced and unsentenced prisoners

There is considerable regional variation with respect to the definition and position of unsentenced prisoners (people who are remanded in custody prior to trial, are currently on trial, are awaiting sentence or 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). In Canada, the national correctional system is only responsible for prisoners sentenced under federal laws, with unsentenced prisoners and people convicted of non-federal offences 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, Singapore and Tonga to 41% in Malaysia, 45% in the Solomon Islands and more than 65% in India and 75% in Sri Lanka. Most jurisdictions fall in the range of 10% to 30%. Both India and Sri Lanka commented that the key to reducing the number of people on remand/under trial is to improve law enforcement and court efficiencies. Sri Lanka expressed some hope that now the threat from terrorism has subsided, the law enforcement authorities will be better able to clear the backlog.

In terms of trends there is no single pattern. Some jurisdictions have experienced a decline in the number of unsentenced prisoners. For example Korea still has a relatively high proportion of unsentenced prisoners but the number of such prisoners, and their percentage relative to sentenced prisoners, has dropped significantly since 2000.

However, in several jurisdictions the unsentenced prisoner 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 these countries, the remand population has been rising faster than the sentenced prisoner population. Australia's figures are particularly dramatic. The unsentenced prisoner population has doubled in the past decade while the sentenced prisoner population has increased by 44%. Canada has also experienced an increase in its remand population over recent years (a 4.4% increase on the latest figures).

Increases in the unsentenced prisoner population poses many challenges for correctional management. According to the United Nations Standard Minimum Rules for the Treatment of Prisoners, which are adopted or reflected across the region, unsentenced prisoners are entitled to a more privileged regime. Furthermore, as India pointed out, a significant proportion of people held on remand or 'under trial' are ultimately acquitted or given 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 growing number of women in prison. The lowest rates of female imprisonment appear to be in India and the Pacific Islands (including Fiji, Kiribati the Solomon Islands and Tonga) where women form less than 3% of the prison population. Most jurisdictions have a figure of between 3% and 7% (Australia, Canada, China, India, Indonesia, Japan, Korea, Mongolia and New Zealand). Malaysia, Macao (China) and Singapore have a somewhat higher figure.

Over recent years the highest figures for female representation were found in Brunei Darussalam, Hong Kong (China) and Thailand, all of which stood at over 20% until quite recently. In Hong Kong (China) the figure remains at around 20%. However the proportion has declined in Thailand to 14% and in Brunei to around 12%.

In some countries, the proportion of female to male prisoners is fairly stable. However several papers expressed concern 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 50%. Similar trends appear to exist in Canada, China, Macao (China), Japan, Indonesia and Singapore.

Age

Papers to this APCCA conference confirmed the findings of recent conferences, namely that the average age of inmates is generally increasing. To some extent this is an inevitable consequence of the general population getting older. However, in some places, the trend towards older inmates also reflects the fact that more older-aged offenders are being incarcerated, including men who are convicted of sexual offences that were committed many years earlier (see also the report of Specialist Workshop 1 from the 2007 conference in Vietnam).

Indigenous and other ethnic status

Many prison systems around the region face issues with respect to the ethnic breakdown of the prison population. In Singapore, Malays are over-represented and in Fiji, indigenous Fijians are over-represented compared with Indian Fijians. The highest over-representation problems are found in New Zealand, Canada and Australia.

In New Zealand, Maori constitute 14.5% of the national population but around 50% of the prison population and Pacific Islanders are also greatly over-represented in the prison population. Indigenous Canadians constitute around 3% of the national population but around 18.5% of federal prisoners. Australia's figures are even more

disturbing. Nationally, Aboriginal people are 2.4% of the general population but 24% of the prison population. The situation varies between jurisdictions and is worst in Western Australia (around 3% of the State's population but 42% of the prison population).

Foreign prisoners and prisoner exchange programs

Most countries expressed concern at the growing number of foreign nationals in their prison systems. This can be attributed to the effects of globalisation and macro economic change. Malaysia probably has the highest proportion of foreign prisoners across the whole region. In 2008 around 60% of prison admissions in Malaysia involved foreigners. The majority of these were Indonesians (around 60%) followed by people from the Philippines and Thailand. Many of them are held for immigration offences.

Hong Kong (China) and Macao (China) face particular problems with large numbers of inmates from mainland China (though the numbers appear to be declining) and illegal immigrants from other parts of the region. Brunei and Thailand also recorded a high proportion of admissions of foreigners. Even countries which traditionally had a very homogeneous local prison population (such as China, Japan and Korea) have seen a significant upturn in the number of foreign inmates. For example the number of foreign inmates in Korea used to be very low but is now around 4%.

Although some countries do not wish to enter international transfer agreements, most countries are already doing so or are committed to such processes. In 2008, Malaysia formally announced its intention to pursue exchange agreements. Other countries' papers and presentations showed that the number of such agreements is increasing year by year. The number of actual transfers under these agreements is also increasing.

(d) Overcrowding and associated problems

Most prison systems in the region are operating at or above official capacity in one or more parts of their 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. Sri Lanka (operating at more than double its official capacity), India (over capacity by 41%), Indonesia (56%) and Malaysia reported major overcrowding. Fiji, Japan, Australia, Mongolia, New Zealand and the Philippines also face significant pressures.

It is important to emphasise that overcrowding problems vary not only between jurisdictions but also between different groups of prisoners and different security levels. For example in India, there is no overcrowding in some states but acute overcrowding in others. Unfortunately women appear to face overcrowding in several parts of the region.

(e) Accounting for the trends

The papers showed that there is no simple link between official crime rates and imprisonment rates. For example some countries have a high imprisonment rate and a low crime rate; some have a low imprisonment rate and a low crime rate; and others have a high crime rate and a high imprisonment rate.

Japan and Malaysia attributed much of the increase in their prisoner numbers to higher crime rates (and in the case of Japan, to an increase in foreign prisoners) and in Hong Kong (China) the recent decline in the prison population was attributed to a drop in crime rates.

However broader political and criminal justice system factors are involved. In Cambodia, as noted earlier, more efficient police and prosecution practices are a major factor in the growth in prisoner numbers. And although Korea's declining rate of imprisonment up to 2008 may partly reflect a drop in crime, it also has a great deal to do with changes to police, prosecution and parole practices. In some countries including Indonesia, Mongolia, Thailand, Tonga and Vietnam use is made of pardons or 'amnesties' and this can drastically impact on prisoner numbers. For example over 20,000 prisoners in Vietnam were granted an amnesty during the Tet (New Year) holiday.

The drop (until recently) in Singapore's imprisonment rate is partly attributable to its low crime rate but also seems to reflect a reduced recidivism rate amongst ex-prisoners, a home detention scheme and evolving alternatives to imprisonment. In Thailand some of the decline is a result of referring more drug offenders to drug rehabilitation centres rather than prisons.

Australia and New Zealand provide very interesting case studies. In both countries imprisonment rates have increased even though general crime rates have not. There are a number of explanations for this including evidence of more serious offending within some offence categories (for example higher levels of violence and more serious drug offences). Other factors include legislation to restrict bail and to toughen sentences and improved police clearance rates.

Canada is different from Australia and New Zealand in that its prison population has been relatively stable. However a decline in the official crime rate in Canada has not been matched by an equivalent decline in prisoner numbers. In part this is because the offender profile has changed significantly. Canadian federal offenders tend to have longer records, been convicted of more serious offences and to have more serious substance abuse and mental health issues. More offenders also have links with gangs and organised crime. This more complex profile has created numerous challenges for the Correctional Service of Canada and has necessitated a re-evaluation of priorities and policy settings, especially in areas such as drugs in prisons, the treatment of people with a mental illness and improvements in program delivery. The details can be found in Canada's country report and will also be a focus of the 2010 APCCA in Vancouver.

4. New Legislative and Policy Frameworks

One of the most important matters which countries discuss during this agenda item is the revision and updating of correctional legislation and policies. Specific examples of legislative and policy initiatives can be found in the various country papers on Agenda Item One and in previous APCCA reports.

However for the purposes of this report, it is more important to reflect on the various factors that are driving or influencing these changes across the region. There have been some very significant shifts in philosophy and policy over the past decade and five main factors, set out below, are influencing these changes. The relevance of these factors varies between jurisdictions but all five are evident to some degree in most countries. These factors also emerge throughout this report in the context of discussions of other agenda items and specialist workshops.

(a) 'Corrections' not just 'imprisonment'

All APCCA members now share a basic philosophy of 'corrections'. Imprisonment is an important element in a correctional system but is not the end in itself: the aims of the system are rehabilitation and reintegration, not just custody and control. Reflecting this philosophy it is now recognised that 'community corrections', as well as prison based initiatives, play an important role. Consequently rehabilitation programs and strategies for effective re-entry to the community are attracting increasing interest.

A review of topics covered at APCCA conferences over the past decade (see Appendix E and Appendix F) shows how far the interests of APCCA members have shifted in this regard. Ten years ago APCCA focused primarily on custody and control and on issues such as staff recruitment and training. Now the focus is far more on how best to balance the demands of custody and control with the goals of rehabilitation and reintegration.

(b) Advances in technology

There is wide regional variation in the use of technology. Some countries have adopted very advanced technology (such as security cameras, tracking devices and other forms of movement control) but some, especially the Pacific Island nations, have made limited investments in such technology to date.

In most countries the use of modern technology is not just seen in terms of security and control. It is recognised that good technology creates opportunities for a safer environment and for staff to be freed up from some of their traditional 'turnkey' roles to develop more positive interactions with prisoners. These more positive staff/inmate interactions help both with security and with the goal of rehabilitation.

(c) International standards

Globalisation, the internet and discussions at conferences such as APCCA have all contributed to correctional services becoming more outward looking. As a result the country papers and conference discussions place more and more emphasis on 'international standards' and 'international best practice'.

The best-known example of international standards for corrections is the *United Nations Standard Minimum Rules for the Treatment of Prisoners*. This now provides an explicit or implicit point of reference for most countries. Some, including Australia and New Zealand, have also used the United Nations Standard Minimum Rules as the starting point for developing sets of standards that better reflect local needs. During the conference Thailand also outlined the important initiatives that are being taken with respect to the development of standards for female prisoners.

(d) *Rights, responsibilities and effective prison management*

There is a growing recognition, partly through the development in many countries of 'Human Rights Commissions' and other accountability agencies (see below), that prisoners retain their basic human rights. However recent APCCA conferences have also emphasised: (i) that prisoners have responsibilities as well as rights; and (ii) that prisoners' rights must be balanced with the rights of staff and the need for a safe and secure environment.

It is not easy to achieve the right balance between these various considerations. However the emergence of a growing human rights discourse in the ASEAN countries (Brunei, Cambodia, Indonesia, Laos, Malaysia, Myanmar, Philippines, Singapore, Thailand and Vietnam) is particularly interesting. In October 2009 shortly before this conference, ASEAN formally established the Inter-Governmental Commission on Human Rights. The terms of reference of this Commission clearly reflect the view that rights must be balanced with responsibilities. The general view in ASEAN countries is also that existing United Nations human rights documents often tend to reflect Western culture, traditions and values. The work of the Inter-Governmental Commission on Human Rights seems likely to have some influence on prison management and correctional issues in the years to come.

(e) *Transparency and accountability*

Traditionally prisons were closed places and were subject to little external scrutiny, this has changed in most countries over the past decade. Furthermore at the 2008 APCCA in Malaysia, almost every country concluded that the benefits of external scrutiny strongly outweigh any detriment.³ External scrutiny takes many forms including visits by members of the judiciary or the establishment of specialist 'inspectorates'. One of the obvious benefits of appropriate external scrutiny is that the public and the media will feel greater confidence in the system.

³ See N Morgan and I Morgan, 'Agenda Item 2' in *Report of the 28th Asian and Pacific Conference of Correctional Administrators*.

5. 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 prisoner numbers were points of particular concern, however there are many positive developments. In several places the prison population is either stable or declining and more and more countries now have a modern legislative framework for implementing positive correctional philosophies.

There is a good deal of activity in terms of prison construction and there is a growing sense of regional collaboration, complementing the formal activities of APCCA. For example Singapore's Yellow Ribbon Campaign and Hong Kong (China)'s initiatives to garner public support for corrections have assisted a number of other countries in pursuing new initiatives. Indonesia also commented that prison visits during APCCA conferences in recent years have helped them greatly in developing and modernising their prison system.

One of the most important aspects of APCCA and the reports of conference proceedings is that participants are able to develop a long term perspective and are able to reflect upon changes that have occurred over a period of time. There is no doubt that all APCCA members have managed to make great improvements to their correctional systems over the past decade.

AGENDA ITEM TWO

PROVIDING EFFICIENT AND EFFECTIVE HEALTH SERVICES FOR PRISONERS, INCLUDING HARM REDUCTION STRATEGIES

1. Introduction

According to the World Health Organisation (WHO), “*health*” is defined as a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity. Thus relevant government departments have the task of delivering effective and efficient health care services to prisoners, including the implementation of harm reduction strategies.

It is well-recognised that prisoners, as a group, have higher health needs than the general population. Offenders tend to lead ‘high risk’ lifestyles in the community, particularly in relation to the use of drugs and other harmful substances including alcohol. Many offenders also have significant mental health issues often compounded by their history of substance abuse. Prisoners are therefore a very specific group of health service consumers and not simply a cross-section of the broader society.

This poses a number of challenges for prison administrators. The aim should be:-

- ✧ to manage potential risks within the institution; and
- ✧ to take the opportunity that imprisonment offers to provide positive health interventions and good health education programs.

Written papers were provided by Australia, Cambodia, Hong Kong (China), Macao (China), Korea, Malaysia, New Zealand, Solomon Islands, Thailand and Vietnam. During the conference, presentations were given by Australia, Hong Kong (China), Macao (China), Malaysia, Sri Lanka and the United Nations Office of Drugs and Crime.

This agenda item discusses the following areas:-

- ✧ The nature and extent of the problem
- ✧ The responsible government department
- ✧ Private and non-government sector engagement
- ✧ Setting standards and monitoring services
- ✧ Harm prevention programs
- ✧ Education programs

2. Nature and Extent of the Problem

Most countries identified the legislative provisions which govern the provision of health care services to prisoners and a number stated that health services were being provided in accordance with the *United Nations Standard Minimum Rules for the Treatment of Prisoners*. The papers and presentations indicated some regional differences and similarities in terms of the nature and extent of prisoners’ health problems:-

- ✧ Some countries such as Cambodia and Thailand have identified Tuberculosis (TB) as the highest priority issue. Where prisons are overcrowded airborne diseases such TB are extremely difficult to manage. In other countries TB is not currently a problem but it is recognised as a risk that must be carefully monitored.
- ✧ Similarly there are different rates of infection across the region with respect to HIV/AIDS and Hepatitis C. In Australia, Malaysia, New Zealand, Sri Lanka and Vietnam Hepatitis B and C are prevalent in prisons.
- ✧ It is also recognised that different groups of prisoners can have different health needs. For example in Australia Aboriginal people have particular health issues, including high levels of Diabetes and associated problems. Women also tend to have higher health needs than men.
- ✧ The papers indicate that each country strives to provide health services to prisoners as best as they can. However in some countries lack of funding, overcrowding, lack of amenities (such as ventilation, safe drinking water and nutritious food), lack of qualified/trained medical staff, lack of rooms and lack of equipment have been identified as issues which hamper the delivery of effective and efficient health care services to prisoners.

The papers identified the following diseases as requiring continuous management and treatment:-

- ✧ *Infectious diseases* – Human Immunodeficiency Virus (HIV), Acquired Immune Deficiency Syndrome (AIDS), TB, Sexually Transmitted Diseases (STDs) such as syphilis and gonorrhoea
- ✧ *Chronic and other diseases* – Heart problems, high blood pressure, stroke, diabetes, hypertension, asthma and pneumonia.

Generally in Australia the incidence of Hepatitis C is high, while the incidence of TB is very low. By contrast in Hong Kong (China), higher proportions of illegal immigrants and drug addicts were found among TB prisoners than in the overall prison population. Both Australia and Hong Kong (China) reported that the incidence of HIV was low.

In Malaysia data collected between January and June 2009 showed that 1,809 inmates were diagnosed with various diseases including HIV, TB, Hepatitis B, Hepatitis C and mental illness. 78% of these (1,417 inmates) tested positive for HIV. The data also revealed that:-

- ✧ 98% of those with HIV were males.
- ✧ Malay inmates represented 78% of inmates infected with HIV, followed by Indian inmates (11%), Chinese inmates (6%), foreigners (3%) and 1% from aboriginal ethnic groups.
- ✧ 42% fell in the age group of 31-40 years and 3% were aged between 18 and 20.
- ✧ High risk behaviours such as needle sharing for injecting illicit drugs had caused 88% of HIV infection among the inmates. The rest were due to prostitution (9%), and sexual activity (4%).

The reasons for high incidence of HIV infection in male prisoners were:-

- ✧ Ignorance and lack of knowledge/ education of the dangers of HIV/AIDS.
- ✧ Drug dependent prisoners involved in intravenous drug use.
- ✧ Unsafe/unprotected sexual activities.
- ✧ Peer pressure to experiment with drugs.

In Thailand as blood testing in prisons is voluntary, it is difficult to determine the exact number of prisoners with HIV. However an epidemiology study showed that the proportion of HIV infection among prisoners in Thailand is between 5% and 10%, which is higher than in the general population. The spread of airborne diseases such as TB is becoming unavoidable due to prison overcrowding. When co-infected with HIV, TB is now the leading cause of death in Thai prisons.

Sri Lanka reported that there were no HIV cases in 2008. This could be due to non-usage of drugs by injection. However the common illegal drugs are heroin and cannabis. Sri Lanka noted that there was a high prevalence of TB due to drug addiction, malnutrition, immunity suppression, prison overcrowding and socio-economic status of inmates. The risk of acquiring TB in prisons was reported to be 40% higher than in the general community in Sri Lanka. There is a high prevalence of prisoners with mental health issues including depression and stress.

In Cambodia overcrowding, poor ventilation, lack of nutritious food and safe drinking water, unsanitary conditions, lack of qualified health staff and inadequate health care facilities impact on the needs and healthcare of prisoners. As a consequence, the main diseases include respiratory ailments, diarrhoea, beriberi (due to lack of nutrition) and skin diseases.

Cambodia is also concerned about the increased number of prisoners with HIV/AIDS and TB. As at the end of July 2009, the General Department of Prisons identified a total of 202 prisoners with HIV/AIDS and 90 prisoners with TB. HIV/AIDS testing is voluntary. As this test is gradually becoming acceptable it is anticipated that more prisoners will undertake the test. With the support from the Cambodian Ministry of Health and other health service providers, medical and in-patient services from Municipal and Provincial hospitals to prisoners has improved. For example prison medical staff have been trained to collect blood and sputum for further testing. Prisoners with TB are not isolated from mainstream prisoners due to lack of quarantine rooms and overcrowding. The spread of TB is further exacerbated by lack of ventilation, water and crowded living conditions in most prisons.

In Korea inmates with chronic diseases such as high blood pressure and diabetes accounted for 64% of the total prison population in 2008. These chronic diseases have added further health complications such as stroke and heart attack which require continuous treatment and management. In New Zealand a national survey conducted in 2005 revealed that about 54% of sentenced prisoners interviewed reported that they had been diagnosed with a chronic disease, with asthma being the most common.

Numerous countries including Macao (China), Malaysia, Sri Lanka and the Solomon Islands also mentioned mental health as an area of special concern. In 2008 in Korea, 12% of the prisoner population had a diagnosed mental disorder. Mental health is the most significant health issue in New Zealand. According to the *National Study of Psychiatric Morbidity on New Zealand Prisons* (Department of Corrections, 1999), it was reported that the rate and severity of mental illness was significantly elevated in prisoners compared to people in the community. Further, “excluding substance abuse and personality disorders, 50 percent of prisoners had a diagnosable mental disorder.”

Due to Indonesia's geographic location it is now becoming a destination country for illegal drug trafficking and illegal drug production. Illegal drug users are in the younger age group and illegal drug cases are increasing by about 36% each year. According to the statistics for January 2009, the total number of inmates was 131,115 and around 29.5% were drug cases. Problems with prison overcrowding and intravenous drug use were said to have caused a massive spread of diseases such as TB, HIV/AIDS and various skin diseases. Data in 2006 showed that 30% of the prison population in Cipinang had HIV/AIDS.

Smoking in prisons is an issue in some countries. In Hong Kong (China) smoking is discouraged through educational materials, video broadcast and conducting smoking cessation classes. In Sri Lanka smoking raw tobacco cigars is a cheap habit adopted by prisoners. These cigars are made without filters and in an overcrowded prison environment, have resulted in respiratory illnesses and TB in both active and passive smokers. In New Zealand the most common risk factor for chronic diseases reported among prisoners was tobacco smoking. Hence, the New Zealand Prison Health Service has implemented a smoking cessation program in all prisons together with a national quit smoking program.

Table 1: General overview of infectious diseases⁴

Country	HIV/AIDS	TB	STD	Hepatitis	Diarrhoea
Australia	Low	Very low		High (Hep C)	
Cambodia	√	√			√
Hong Kong (China)	Low	√			
Macao (China)	Low	Low			
Indonesia	High	√			
Malaysia	High	√		Hep B and C	
New Zealand				Hep B and C	
Sri Lanka	Very low	High	√	Hep B	√
Thailand	√	√			
Vietnam	√	√	√	√	

⁴ *Table 1* is based on the information provided by the respective countries.

Table 2: General overview of chronic and other diseases⁵

Country	Heart	High blood pressure	Diabetes	Malaria	Respiratory illnesses	Mental Health	Others
Cambodia					√		Skin diseases
Macao (China)						√	
Hong Kong (China)	√	√	√		√	√	
Indonesia							Skin diseases
Korea	√	High	High			√	
Malaysia						√	
Sri Lanka					√	√	Skin diseases
Solomon Islands			√	√		√	
New Zealand						High	Asthma (high)
Vietnam	√						

3. The Responsible Government Department⁶

The State has ultimate responsibility for the safe custody and wellbeing of prisoners including their health. It is therefore important for one government department to be given ultimate responsibility for prison health services, even if many of the service providers such as doctors, dentists and opticians come from the private sector (please also see point 4 below).

In theory there are three main options:

- ✧ *A Health Department managed model:* Under this model health services to prisoners are managed by the same government department that is responsible for providing health services to the general community. In other words the key managers and staff for prisoners' health are employees of, and accountable to, the relevant Health Department and the primary budget allocation for prison health services are made to the Health Department.
- ✧ *A Corrective Services Department managed model:* Under this model the department that is responsible for prisons will also manage health services in prisons. In other words the key managers and staff for prisoners' health are employees of, and accountable to, the relevant Corrective Services Department. And the primary budget allocation for prison health services is made to the Corrective Services Department.
- ✧ *An Integrated / Combined model:* Under this model the Health Department and Corrective Services Department share the responsibility of delivering prison health services to prisoners. This model requires both departments to work strategically with one another as well as with key stakeholders. The budget allocation is made to both departments.

⁵ Table 2 is based on the information provided by the respective countries.

⁶ For a more detailed review, see Office of the Inspector of Custodial Services, *Thematic Review of Offender Health Services*, Report No 35, June 2006 (www.custodialinspector.wa.gov.au – follow the link to Reports and Reviews).

(a) Health Department Managed Model

The Health Department managed model is adopted in most Australian jurisdictions, Malaysia and Thailand.

Malaysia and Tasmania (Australia) support the Health Department managed model for the following reasons:-

- ✧ provision of multi-disciplinary health care for offenders (such as the appointment of health specialists)
- ✧ efficiencies in health facilities
- ✧ availability of medical supplies
- ✧ improved integration and continuum of health care services from prison to re-entry into the community

Tasmania (Australia) stated that the main advantage of having a Health Department managed model is that there is clear delineation between the provision of health care services from the provision of correctional management “resulting in the efficient use of health resources, linkages between services and consistency of standards. This means that the model is increasingly being adopted across Australia.”

(b) Corrective Services Managed Model

The Corrective Services managed model is adopted in some jurisdictions including Western Australia, Macao (China) and Korea.

In Korea the Ministry of Justice is responsible for the provision of health care services to inmates and employs health care staff to deliver these services. However recently, the Ministry of Justice has increasingly collaborated with the Medical Service Department and the Ministry of Health, Welfare and Family Affairs in relation to health checks, psychological counselling and health insurance.

(c) Integrated / Combined Model

Some jurisdictions such as Victoria (Australia), Cambodia, Hong Kong (China), New Zealand, the Solomon Islands, Thailand and Vietnam adopt an integrated/ combined approach as this is considered to support effective management and streamlining of day-to-day service delivery issues. This approach requires the independent business unit of the corrections department to work strategically with key stakeholders in the provision of health care services.

In Cambodia the prisoner health services are jointly delivered by the Ministry of Interior through the General Department of Prison and the Ministry of Health. In 1995 a “Health Coverage Plan” was launched with the aim of establishing the required number of health posts, health centres and hospitals in various locations. The plan also defined the responsibilities in the delivery of services and the accreditation processes to ensure efficient and effective provision of health care services in the country. To date four out of the 25 prisons in Cambodia have been accredited as health posts. Suitably trained prison health staff, who are employed by the General Department of Prison, provide primary health care services to prisoners. Prisoners requiring secondary health care services are referred to the municipal

/provincial hospitals where they receive the same treatment and care as the general community.

In Macao (China) the prison clinic is responsible for inmates' health care services and is supported by the Health Bureau. The prison clinic staff include doctors and nurses who conduct medical check-ups on newly admitted prisoners, those with infections and/or chronic diseases and coordinate the medical services that are provided in the community by external medical agencies (such as ante-natal and post-natal care, admission to public hospitals, transfers to the Centre for Tuberculosis Control and Treatment, visiting psychiatrist and dental treatment).

In Hong Kong (China) the prison health services are managed by the Correctional Services Department with support from Department of Health. Each correctional institution is staffed by medical officers from the Department of Health. Officers working in the prison hospital units are qualified nurses. In each prison the provision of medical services ranges from outpatient consultation, inpatient treatment and visiting specialists from the Hospital Authority (a statutory body which manages all public hospitals) and Department of Health (the Government's health adviser which implements health care policies and statutory functions). However the hospital units also work closely with the Department of Health in order to detect and prevent the spread of infectious diseases (for example swine flu) and to maintain a hygienic penal environment. Prisoners with mental health issues are cared for at a designated institution which provides visiting Forensic Psychiatrists from the Health Authority and qualified psychiatric nurses from the Correctional Services Department.

In New Zealand responsibility for the funding and the delivery of health services to prisoners is shared between the Department of Corrective Services (primary health care), the Ministry of Health (health promotion and public health) and the District Health Boards (secondary health, including forensic mental health, hospital care and addiction services). All three agencies have responsibility in delivering continued health care services in the community for ex-prisoners. A review conducted in 2007-2008 by the Department of Corrective Services and the Ministry of Health showed that the overall primary health care services for prisoners reasonably equated with the services provided to the rest of the community.

The Correctional Centre in the Solomon Islands has a clinic staffed by correctional officers with nursing qualifications. They adhere to health policies that are inline with the Government's Ministry of Health and Medical Services and liaise together with regard to medical equipment and medical supplies. Prisoners are seen by the clinic staff and referred to visiting medical specialists (such as doctors, dentists and mental health teams). Prisoners who require hospitalisation are transported under escort to a purpose built 3-bed secure unit attached to a hospital. This centralised medical system was developed to centralise budget requirements specifically into health services.

The Thai Department of Corrections liaises and collaborates with the health care service providers from the Ministry of Public Health. The Department of Corrections is allocated a healthcare budget to set up and maintain the infirmary in each prison which is staffed by two nurses who provide primary health care services to prisoners.

Funding is also allocated to the Ministry of Public Health to provide visiting doctors and dentists from the local hospital to the prisons and to provide hospitalisation and surgical procedures to prisoners.

In Vietnam the Department of Health delivers treatment, care health services and provision of medical equipment in prisons. However the Department of Prison Management supervises the implementation of health services to prisoners, establishes committees for the prevention and cure of diseases, treatment of HIV and drug treatment programs. Every prison is equipped with a clinic with medical staff in attendance. Seriously ill prisoners are transported to the State hospital, while some are returned home for treatment and care by relatives.

4. Private and Non-Government Sector Engagement

In many countries the department that has responsibility for prisoner health will employ private service providers as well as employing some staff directly. In other words, prison health services will be 'privatised' to some degree. The extent to which this happens will obviously vary between jurisdictions, reflecting their history and political culture. For example a recent Bill in New Zealand, if passed, will enable the contract management of prisons with the possibility of primary health care services to be delivered by private contractors.

In Sri Lanka prison health care services are managed by the government sector and not the private sector. However unconvicted inmates can access private medical services with prior approval from the prison medical authority. The prison hospitals provide secondary health care services to prisoners. Due to insufficient primary health care services within prisons, prisoners are at risk of contracting infectious diseases.

The Thai Department of Corrections has successfully outsourced certain medical services to private agencies:-

- ✧ As part of its prison reform, the delivery of health care services in one prison in the northern district is now provided by a nearby private hospital. However financial constraints have been a major obstacle in implementing this initiative in other prisons.
- ✧ Outsourcing some complicated laboratory tests to private laboratory centres has proven to be cost effective.
- ✧ Some emergency medical investigations (such as CT scans and MRI's) are now being conducted by private X-ray centres for quicker results and convenience.

In most Australian jurisdictions some aspects of prison health care are provided by private sector providers. Where a prison is privately operated, health services will be provided by a private agency. In the publicly operated prisons, the engagement of private sector health professionals is done on an individual needs basis. In New South Wales (Australia) (NSW) there is one privately operated correctional centre where the primary health care services provider is the management company. In other NSW prisons, health care services are delivered by a statutory health corporation which is funded and overseen by the Health Department.

In 2004 the services of private doctors were introduced in three prisons in Malaysia. This successful initiative was then expanded to 12 more prisons. A three-year contract has recently been entered with a private company to provide 31 doctors and nine assistant medical officers in prisons throughout Malaysia. These specialists will provide medical services such as routine medical check ups, daily outpatient consultation, emergency treatment, psychiatric assessments and consultations on Methadone Maintenance Therapy and Anti-retroviral Therapy Program.

In some countries NGOs also play a role. Some NGOs may be based in the country itself and others may be offshoots of international organizations such as the United Nations:-

- ✧ In Thailand various NGOs provide health care services such as Médecins Sans Frontières, Thai AIDS Treatment Action Group, Access Foundation and Siam Care Foundation. These organisations provide patient education, counselling and treatment for HIV infected prisoners. Some NGOs operate as half-way houses for released prisoners to assist their reintegration into the community.
- ✧ In Cambodia the General Prison Department has strengthened and formalised its relationships with various organisations through Memorandums of Agreements, to assist in the provision of health care (such as medical treatment, prisoner transfer to hospitals, medical equipment, support and training of medical staff). These organisations include Médecins Sans Frontières, World Health Organisation, International Committee of the Red Cross, United Nations Office of Drugs and Crime, Family Health International and the Cambodia Criminal Justice Assistance Program (an Australian Government AusAID initiative). There is a very strong focus on addressing issues related to HIV/AIDS and TB in prisons.

However, a large number of countries indicated that the provision of health care services by NGOs is very limited:-

- ✧ In Australia NGOs are more likely to provide offender specific programs.
- ✧ In Malaysia the Aids Council is the only NGO which provides health advice.
- ✧ In Sri Lanka Lions and Rotary clubs provide certain health assistance to prisoners such as spectacles.
- ✧ In the Solomon Islands some NGO's provide prescription glasses and medical equipments. On occasions the Japanese and Taiwanese Health Care Teams provide assistance in completing prisoner assessments.

5. Setting Standards

Two general standards emerge from international rules and covenants:

- (a) prisoners should be treated first and foremost as patients not prisoners; and
- (b) prisoners should be entitled to medical services of a standard equivalent to members of the wider community.

However as noted earlier, prisoners tend to have high health needs and prison offers an opportunity to address some of these needs. This means that in calculating the medical resources that are needed for a prison, it may be necessary to provide on a per capita basis, a higher level of services for prisoners than would be required by the same number of people in the community at large.

Most public health systems in the world are under stress, generating criticism of matters such as waiting lists for surgery and the costs of optical and dental treatment. Given these pressures on general health services, it can be difficult to provide adequate medical services in prisons and also to address complaints that prisoners end up being in a more privileged position than the community at large.

Generally the papers indicated that the broad standards that apply to the provision of medical services are in accordance with the relevant accreditation processes, department protocols and policies and community standards for health care. In essence the papers indicate that each country adopts the principle that the same standards for prisoner health services apply as in the broader community, this principle is generally stipulated in the respective legislation (such as Korea, Hong Kong (China), the Solomon Islands, New Zealand, and Malaysia). However some countries indicated that while every effort is made to adhere to this principle, lack of funding has been an obstacle.

In Cambodia a new correctional law is currently being drafted which sets out specific provisions for health care for all prisoners including special conditions for female prisoners and for children residing with them. A Prison Health Operating Manual has been developed in accordance with the Ministry of Health's guidelines and protocols.

In Korea a new Correctional Hospital is expected to be completed in 2015 with a hemodialysis unit and remotely controlled examination systems.

In Thailand many standards relating to prison health care have been implemented and monitored. For example health specialists (such as orthopaedic surgeons, dermatologists, psychiatrists and obstetricians) in prisons have to achieve a high standard of competency and training in the respective areas.

As detailed above, most of the countries indicated that primary health care services are provided to prisoners by health care staff stationed in the prison clinics. Where secondary health care services are required, the prisoners are usually transported to the local hospital for treatment. In some countries such as Hong Kong (China) and Macao (China), resources have been allocated to ensure that the health care services provided to prisoners are of the same standard as in the general community, including continued health services in the community for released prisoners.

In Australia the "principle that prisoners are treated first and foremost as patients is upheld to the extent that the safety of medical and correctional staff, and the community, is not jeopardised". In terms of mitigating risks, the classification process provides guidance on the level of security required for each prisoner. Where there is a risk of harm to staff, collaborative action is taken to develop individual management plans. Thus in Australia, the "organisational structure of the health service in each jurisdiction will determine the nature of response and level of collaboration between the health and justice departments with respect to safety and risk management."

In setting standards New Zealand's "Prison Health and Disability Support Service Specifications" outline the range and nature of health and disability support services that are to be provided to defined groups of prisoners. Some of the key services

include mental health care, disease screening services, obligations to Māori (New Zealand's Indigenous people who are a high needs population) and obligations to Pacific people.

6. Monitoring Services

Given the State's overriding duty of care to inmates it is also important, especially where services have been privatised, to ensure that mechanisms are in place to monitor the quality of health service provision. Some countries have procedures in place to monitor the adequacy and quality of medical services (both private and public) in their prison systems.

In Cambodia key organisations such as the International Committee of the Red Cross, The United Nations Office of the High Commission for Human Rights and the Cambodia League for the Promotion and Defence of human Rights, conduct reviews and provide reports to the Royal Government of Cambodia.

The New Zealand Department of Corrections' Prison Health Services, with the assistance of the Ministry of Health, regularly review their standards and the services delivered. Additional monitoring services include the following:-

- ✧ The Prisons Ombudsman investigates serious incidents reported by the Department of Corrections' prison inspectorates and complaints by prisoners. The 2007-2008 Ombudsman's Annual Report raised concerns about the high level of mentally unwell persons being incarcerated and the need for forensic inpatient beds. The New Zealand Department of Corrections is attempting to resolve the bed shortage problem with the Ministry of Health. Waiting list numbers have decreased since July 2008 and the Department of Corrections is committed to assisting the Ministry of Health in developing a "Forensic Future Directions" initiative for the future delivery and funding of forensic mental health services to offenders.
- ✧ In 2008 the Office of the Auditor General conducted a performance audit of mental health services for prisoners and made the following recommendations:-
 - The need for a Mental Health Screening Tool to detect prisoners with mental health issues
 - Provision of counselling to prisoners with mild to moderate mental health problems

In the Solomon Islands prison health services are evaluated and monitored by a Healthcare and Medical Services advisor as part of the capacity building activities of the Law and Justice Sector Program (RAMSI) to the Government and the Correctional Services of Solomon Islands (CSSI). CSSI activities are also monitored by a regular Task Assessed Group Review.

7. Escort Procedures

As discussed above secondary health care services are generally provided by transporting prisoners to local hospitals or health care centres. This raises the issue of balancing the security needs with the principle that prisoners are entitled to be treated first and foremost as patients.

As shown in the papers by Australia, Korea, the Solomon Islands and Malaysia a prisoner's security category, legislation and written policies will generally determine:-

- ✧ his/her escorting arrangements to attend treatment in a hospital or health centre in the community,
- ✧ the use of restraints (such as handcuffs), and
- ✧ the required number of escort officers.

Handcuffs are generally not used on seriously ill prisoners who are unlikely to escape or pose a risk to the community. In Malaysia prisoners are handcuffed to prison staff when attending hospital treatment. This procedure is compulsory because the safety of the public and medical staff is considered to be of paramount consideration.

In the Solomon Islands prisoners are escorted to hospital by a minimum of two officers. High profile prisoners are escorted by prison staff with close armed escort from the RAMSI officers.

8. Harm Prevention Programs

It was noted earlier that one key aim of correctional administrators should be to manage potential risks within the institution. Over the past twenty years or so, there has been a growing international and regional focus on harm prevention programs. There are many possible examples of such practices but the most common are probably as follows:-

- ✧ Provision of bleach to drug users in prison for use before injecting;
- ✧ Provision of clean needles and syringes to drug users. Usually this is done by machines or by prison medical staff;
- ✧ Drug substitution programs such as Methadone programs;
- ✧ Drugs that 'block' cravings such as Naltrexone;
- ✧ Provision of condoms (usually by making them available from machines) to promote safe sex.

All of these programs have both supporters and critics. For example critics say that all prisons should be drug free and that we should not promote programs that accept that illegal drug use and sexual activity (which may also be illegal in the country in question) occur in prison. However advocates of such strategies argue that we should accept that drug use and sexual activity do occur in prisons. Even if we disapprove of such activities, and even if they are criminal, we should ensure that we reduce the risks to participating prisoners, staff and other prisoners.

The papers identified a number of beneficial harm reduction strategies. They include:-

- ✧ Health screenings, surveillance and management of communicable and non-communicable diseases upon entry to prison. For example in Hong Kong (China), all new prisoners are X-rayed to detect TB and other chest infections. Those with TB are kept in the hospital isolation ward for treatment for about two weeks and have follow up consultations thereafter. In Sri Lanka due to financial constraints, screening tests are selectively conducted.
- ✧ Compulsory blood tests (in Korea).
- ✧ Tests for HIV/AIDS with the individual's consent.
- ✧ Immunisations. In Macao (China) and New Zealand vaccinations against diseases such as influenza, Hepatitis B, tetanus and cervical cancer are administered to prisoners. A pilot screening process for Hepatitis C is about to occur in a prison in New Zealand to identify the prevalence of this disease and to improve clinical management.
- ✧ Routine health checks.
- ✧ The use of needles and condoms are not permitted in most of the countries. However Tasmania (Australia) and Indonesia do provide condoms to prisoners.
- ✧ Dental dams.
- ✧ Special programs for Aboriginal and Torres Straits Islander inmates with chronic diseases such as diabetes.
- ✧ Voluntary counselling services (Indonesia and New Zealand).
- ✧ Methadone Maintenance Therapy is adopted in Australia and Malaysia. Macao (China) will be implementing this therapy in the near future.

In many jurisdictions, including Australia and Hong Kong (China), prisoners infected with HIV/AIDS are not segregated unless recommended by the Medical Officer. The health information on these prisoners is kept confidential, however they are provided with psychological counselling and psycho-education.

In Australia there is no prison-based needle syringe exchange program as the provision of sterile injecting equipment is a complex issue. However harm reduction strategies such as the availability of bleach, other disinfectants and education and drug treatment programs are utilised. All Australian jurisdictions have some form of harm prevention program for blood borne viruses. For example in Queensland a holistic approach has been adopted in the prevention of the transmission of HIV, Hepatitis C and STI's.

In Thailand and Vietnam a zero-tolerance approach is adopted and therefore no harm reduction strategies are provided with respect to drug use. However Anti Retroviral Therapy is provided in Thailand.

New South Wales (Australia) was the first jurisdiction in the world to introduce an *Opioid Pharmacotherapy Treatment Program* (Methadone and Buprenorphine). Methadone is a synthetic drug substitute to heroin, morphine and other opiates and is taken orally. The main aims are to reduce the cravings and withdrawal symptoms of drug addicts, reduce recidivism, stabilise the lives of prisoners who are addicted to

illicit drugs and to reduce the transmission of HIV. Naltrexone Treatment is also offered in limited cases.

In Indonesia, Macao (China), Malaysia, New Zealand and Queensland (Australia) *Methadone Maintenance Therapy* (MMT) is provided in prisons. In Indonesia prisoners who have participated in MMT have improved their social, physical, psychological aspects of their lives and reduced recidivism rates. In New Zealand offenders who were on MMT prior to incarceration are maintained on the program during their prison sentence.

Malaysia adopts a total abstinence model but has implemented the Therapeutic Community model and some harm reduction models such as MMT. Prisoners are encouraged to participate in these programs on a voluntary basis. The MMT Programs, together with individual counselling sessions, were trialled on 50 prisoners in 2008. As at June 2009, this program had successfully helped 263 ex-prisoners to re-build their lives. Recently 17 HIV positive prisoners commenced *Anti-retroviral Therapy* (ART). Malaysia reported that the success of the MMT and ART was due to strong collaboration and cooperation with agencies such as the Ministry of Health, National Anti Drug Agency, Parole Department, Royal Malaysian Police and inmates' families.

During the session, the United Nations Office of Drugs and Crime (UNODC)⁷ stated that its mandate covers three areas which include HIV in prison settings. It has developed a "comprehensive package", based on scientific evidence, which includes information and education on HIV prevention; drug dependence treatment in prisons (including MMT); diagnosis and treatment of STDs; opioid substitution therapy; ART; prevention and treatment of sexually transmitted infections; Hepatitis diagnosis, treatment and vaccination; and TB prevention, diagnosis and treatment.

As discussed above Malaysia is currently trialing ART, the use of a combination of anti-retroviral drugs, to treat HIV. UNODC considers ART is the most effective treatment currently available, with long term benefits for people infected with HIV. To ensure that the full long-term benefits are achieved, the treatment needs to be provided regularly and continuously in prison, not only in prison but also after release. There has been strong support for ART from the World Health Organization, and a number of funding proposals to agencies such as the Global Fund to fight AIDS, TB and Malaria have been successful.

Indonesia stated that the task of preventing the spread of HIV/AIDS and drug abuse was very challenging due to the following factors:-

- ✧ the spreading of HIV in epidemic proportions
- ✧ implementation of HIV/AIDS therapy
- ✧ lack of nursing staff
- ✧ difficulties in preventing the spread of HIV through high risk activities such as tattooing with unsterile needles

⁷ The UNODC is a UNAIDS Co-sponsor. Its HIV (which includes AIDS) mandate covers three areas - HIV and injecting drug users (IDUs); HIV and actual or potential trafficking victims; and HIV in prison settings.

To combat these problems, Indonesia's *National Action Plan for HIV/AIDS and Drug Abuse Prevention (2010–2014)* will implement a focus in three main areas⁸:-

- ✧ *Increased cooperation and coordination* to provide 'law guidance and enforcement', rehabilitation, comprehensive HIV epidemic prevention programs, nursing support and medication.
- ✧ *Human resource and program management* to strengthen program planning, monitoring and evaluation programs and create an independent unit for HIV/AIDS and Drug Abuse Prevention Programs.
- ✧ *Better delivery and quality of services and greater access to programs.*

In Cambodia prison overcrowding, lack of privacy and the presence of prison informants limit sexual activities, intravenous drug use and sharing of needles amongst prisoners. However in some prisons, condoms are provided to prisoners who have overnight stays with their partners.

In Korea drug-related offenders are segregated from other prisoners and participate in a staged rehabilitation education based on “*Complete Moderation Model*”. Korea also has an Anti-Drug Campaign Centre to rehabilitate drug offenders.

In Hong Kong (China) new prisoners with a history of drug/substance abuse are admitted to an institutional hospital for management and treatment of withdrawal symptoms. In New Zealand drug treatment programs of six-month duration are provided in six treatment units (each unit accommodates 500 prisoners per year) including other therapeutic activities such as Alcoholics Anonymous and Narcotics Anonymous. These programs have been so successful that funding has been granted to build more treatment units and to condense the programs to three months so that prisoners serving short sentences can access these programs.

9. Education Programs

Staff and prisoners need to be provided with adequate information about the risks of blood-borne and infectious diseases. In addition most prison systems aim to provide drug rehabilitation programs. Some drug rehabilitation programs are based on a 'total abstinence model' (where no drug use is acceptable) and others are based on a 'harm reduction model' (where it is recognized that drug use may occur and the aim is to minimize any harm that may result from such use).

Countries provide educational training programs for prison staff in some or all of the following areas:-

- ✧ Awareness of the health systems and communicable diseases
- ✧ Suicide and self-harm prevention
- ✧ Methadone treatment therapy
- ✧ Mental health management
- ✧ Use of pharmaceuticals and handling of disposal syringes
- ✧ Drug and alcohol awareness and management
- ✧ Management of inmates with disabilities
- ✧ Outbreak management including pandemic planning and preparedness
- ✧ Management and strategies for the prevention of blood borne and communicable diseases

⁸ This will replace the current National Strategy for HIV/AIDS and Drug Abuse Prevention 2006-2009.

In some countries staff are encouraged to attend workshops and seminars to gain new knowledge and skills, and to keep abreast of developments in healthcare services. For example in Hong Kong (China) Nursing Care Practice Manuals are provided to staff. Nursing staff also attend workshops on clinical audit to equip them with knowledge and to develop skills on patient care standards.

Cambodia relies on NGOs support on preventive education on TB and HIV/AIDS by way of posters, brochures and training to prisoners (after admission and pre-release).

Various educational programs are offered to prisoners by way of videos, pamphlets, seminars and manuals in the following areas:-

- ✧ Awareness of blood borne and airborne diseases such as AIDS awareness programs
- ✧ Hepatitis
- ✧ Personal hygiene
- ✧ Anti-smoking programs
- ✧ Self-harm prevention
- ✧ Programs on reducing the risk of blood-borne viruses
- ✧ Health kiosks have been set up in each major medical centre in Queensland (Australia) to provide ongoing health education and awareness programs
- ✧ Drug treatment and rehabilitation programs

In Vietnam prison staff and prisoners are provided with education programs on the awareness and prevention of TB, HIV/AIDS, Hepatitis and STD's.

New Zealand has a wide-ranging health promotion strategy on drug and alcohol addiction, prevention of communicable diseases, reducing obesity, reducing suicide rates, improving oral care and improving Māori health.

The UNODC provided information on how it can assist APCCA members. Its activities include study tours, participation in international conferences, situation assessments, conducting and providing training materials for staff and prisoners, developing policies and guidelines and assisting in applications for development funds.

10. Conclusion

In summary the papers and presentations showed that:-

- ✧ Infectious disease such as HIV/AIDS, TB, STDs, Hepatitis and diarrhoea were generally identified but their prevalence varies between countries.
- ✧ Chronic diseases such as heart disease, high blood pressure, diabetes, respiratory illnesses, mental health, skin diseases and asthma were identified but again their prevalence varied.
- ✧ The health needs of prisoners are generally higher than people in the community.
- ✧ Every effort is made to ensure that the healthcare services provided to prisoners are equivalent to those in the community. In many countries this is incorporated into legislation.
- ✧ The health care of prisoners is an increasing issue for prison management.

- ✧ Health screenings, harm reduction strategies, awareness and educational programs for staff and prisoners and staff training are crucial tools for the treatment and prevention of communicable diseases within prisons

(a) Strengths and weaknesses

Some of the keys to a good prison health system are as follows:-

- ✧ Support from government (at State and/or Federal level).
- ✧ Good levels of funding.
- ✧ Health-orientated reporting structures.
- ✧ Evaluation and monitoring processes.
- ✧ Effective coordination of service delivery.
- ✧ Strong collaboration between the Ministries responsible for prisons and for health.
- ✧ Good training, knowledge and support from prison and medical staff.
- ✧ Increasing support from private sectors, NGOs and tertiary institutions in terms of providing medical staff, education and training programs.
- ✧ Well-developed treatment, education and rehabilitation programs for prisoners.

However, there are many challenges, which include:-

- ✧ Lack of funding or allocation of funding in healthcare services for prisoners.
- ✧ Prison overcrowding.
- ✧ Ethical dilemmas.
- ✧ Professional boundary issues and role conflict.
- ✧ Local and global health care worker shortages.
- ✧ Challenges in attracting qualified health staff to remote prison locations.
- ✧ Early detection of infectious diseases in newly admitted prisoners.
- ✧ The need for more health screenings on prisoners especially for HIV and TB.
- ✧ The need for more training and education for prison and medical staff.
- ✧ The need for more awareness and educational programs for prisoners including greater access to rehabilitation and treatment programs.
- ✧ The need for better healthcare services to prisoners with mental health issues.
- ✧ Restricted hours for medical services.
- ✧ Upgrading prison medical facilities, equipment and supplies.
- ✧ Providing a continuum of healthcare services in prisons and in the community.
- ✧ Frequent prisoner movements between correctional centres.
- ✧ The need for more inter-agency (private and public sectors) collaboration including support from NGOs, to establish integrated medical services to prisoners and released prisoners.
- ✧ Issues of privacy and maintaining confidentiality of patient health information.

(b) Future directions

In terms of future directions, all countries acknowledged that in order to deliver efficient and effective health care services to prisoners, it is necessary to be alert to issues such as the emergence of new communicable diseases (for example Severe Acute Respiratory Syndrome (SARS), avian flu and swine flu over the past few years elevated the need for effective early detection), the increase in the number of prisoners with mental health issues and the benefits of improved technology. Above all, every country faces funding issues, especially when there is great pressure on health services in the general community.

AGENDA ITEM THREE

PRISONER EMPLOYMENT AS A MECHANISM TO PROMOTE GOOD ORDER IN PRISONS AND TO REDUCE RECIDIVISM

1. Introduction

For a long time, penal systems have emphasised the importance of prisoners undertaking work. At one time prison work was generally harsh and punitive, even sometimes deliberately degrading, because it was designed to be a deterrent. However it is now generally accepted, as stated in Rules 71-76 of the United Nations Standard Minimum Rules for the Treatment of Prisoners, that prison work is not a form of punishment but an integral part of a positive rehabilitative regime.

These principles were acknowledged and accepted in all the papers and presentations. As Hong Kong (China) put it: 'Historically work arrangements in prisons have been occupational, with emphasis on the diligence and regular routine of prisoners. Today it is recognized that prisoner employment is an effective means to maintain good order and discipline (and) can also be rewarding for both prisoners and the community.' India emphasized the importance of work and training in meeting the goals of 'reclaiming offenders rather than punishment' and in promoting 'economic rehabilitation.'

The Discussion Guide stated that good prison work schemes can fulfill a number of related purposes. This was confirmed by the papers and presentations:

- ✧ Prisoners can learn skills that will be of value on release, especially if work is tied to vocational training and qualifications that are recognised in the general community.
- ✧ The chances of successful reintegration are higher if ex-prisoners have a job on release.
- ✧ Through work prisoners can earn gratuities which they can spend during their incarceration or to save for release.
- ✧ Prisoners can develop a better work ethic and a sense of 'routine'.
- ✧ Busy prisoners are generally happier and less likely to cause management and control problems.

However prisoners' demand for work may well exceed supply. This is especially true at times of overcrowding and/ or at times of high unemployment in the general community. Western Australia commented on the difficulties that it faces with a rapidly rising prison population: 'with its rising muster and associated risks, the improvement to prisoner employment levels is viewed as a critical consideration.' The Western Australian Department of Corrective Services has therefore commissioned a 'comprehensive improvement review.'

This topic was designed to promote a discussion of work programs that are based within the walls of traditional prisons and also work that involves prisoners working in the community (such as 'work camps' and various 'furlough' programs). Delegates were invited either to address a series of questions or to discuss a specific program in depth. Presentations were made by Australia, Canada, Hong Kong

(China), India, Japan and Singapore. Written papers were also prepared by Indonesia, the Solomon Islands and Thailand. The papers by Canada and Singapore were by way of case studies (see below). The other papers followed the *Discussion Guide* questions.

2. Organisational Structure

As the Indonesian paper demonstrated, employment is increasingly treated as an integral part of a rehabilitative regime in prisons across the region. The most common organisational model is for the central/ head office organisation to drive general policies and procedures, but to allow some level of flexibility for individual prisons to develop initiatives and to engage with local communities.

In Western Australia responsibility for employment and training is shared across a number of divisions. Prison industries, work camps and 'section 95 working parties' (which undertake a range of out-of prison activities) are coordinated by the Adult Custodial Division and administered by each prison. Vocational training and the new Prisoner Employment Program (PEP) are coordinated by the Education and Vocational Training Unit.

In Thailand the Bureau of Rehabilitation in the Department of Corrections sets general policies and also appoints inspectors to monitor performance by the prisons. But it is also recognised that different prisons must have the scope to reflect local needs and skills. Similarly in both the Solomon Islands and Japan, head office units set plans, laws and general policies.

Hong Kong (China) has recently undertaken a comprehensive review and restructure of its correctional industries. One of the main objectives was to provide a stronger focus on 'market-oriented' vocational training. From the 1970's to early 2009, Correctional Services Industries (CSI) was responsible for providing employment opportunities. In February 2009 CSI was replaced by the Industries and Vocational Training Section (I and VT Section). Frameworks and procedures have been established not only to provide training opportunities but also for evaluation and future planning.

3. Supply, Demand and Quality Control

(a) Types of work

The papers used a number of different terminology and categories to describe prison work. Thailand drew a distinction between 'profit jobs' and 'non-profit jobs' which is reflected across the whole region. Profit jobs are those jobs that generate some income for the prison system (in Thailand this includes skilled labour jobs such as gem cutting and tailoring and unskilled jobs such as paper bag making and cable wrapping). Non-profit jobs include prison/unit /cell cleaning, kitchen work, prison laundry and maintenance. As Japan commented, a third category is vocational training. This is sometimes tied into profit or non-profit jobs and sometimes operates separately.

As the Solomon Islands stated, work and training opportunities in prisons should aim to reflect the job market in the country. This means that the types of work and

training will vary across the region. For example in Western Australia the most common forms of employment are catering, maintenance, cabinet making, laundry and vegetable production. However there are also opportunities in metal fabrication, textiles and a number of other areas. In India by comparison, the majority of prisoners are engaged in agriculture and activities such as weaving, soap and phenyl, tailoring and blacksmith trades. In the Solomon Islands there is a demand for skilled construction workers so there is a focus on carpentry, metal work and other relevant trades.

(b) Meeting demand

The papers and presentations recognized that the key to finding positive employment opportunities for prisoners is to actively engage with both the private sector and other government agencies. However all of the papers and presentations commented on the challenge of finding sufficient employment for prisoners, especially at times of economic problems and high unemployment in the community as a whole. For example in Japan the Penal Code requires prisoners to work unless they are sick or under a prison punishment regime. Most prisoners (around 80%) undertake 'production work' but such work is sustained by orders from private companies and it has been 'extremely difficult to secure sufficient production work in recent years due to the severe economic climate.' The problem is exacerbated in many countries because of rising prisoner numbers.

In Hong Kong (China) the supply of work is currently adequate. The main reason is that the I and VT Section provides a wide range of consumable items and other products across the public sector including uniforms, shoes, signage, railings, book binding for libraries and laundry services for public hospitals.

Although Hong Kong (China) focuses mainly on provision to the public sector, other papers referred to the need to develop more public/private initiatives. The extent to which this is feasible and the way in which it is done will vary between countries (see also the Singapore case study below). India discussed the way in which public/private initiatives are being developed and implemented. In essence the process is that the relevant State government selects an industry partner (IP) and then establishes an Industry Management Committee (IMC). The IMC is registered as a 'society' and is entrusted with the task of managing the industry in the prison. Key performance indicators (KPI's) are set and performance is monitored by the State Steering Committee. In addition to arrangements with private companies, India also draws extensively on the skills of non-government organisations.

(c) Quality not just quantity

A number of papers made the important point that quality is as important as quantity as high quality production standards ensure customer satisfaction and ongoing orders. Several countries have therefore sought ISO certification for prison industries. In Hong Kong (China) for example the laundry and sign making industries have ISO 9001 certification. A number of schemes in India, including the Tihar Jail Factory, also have ISO 9001 certification.

(d) Training for Prison Staff

Although the main focus of this topic was on work opportunities and training for prisoners, India emphasised the importance of staff training to cope with the changing demands of prisons.

4. Effect on Good Order in Prisons

All papers and presentations agreed that employment and other positive activities for prisoners bring many benefits in terms of good order in prisons. The Australian paper cited research which found that 'clamping down' on prisoners, through a harsh regime, will bring far fewer benefits than the provision of a structured day in which employment, programs and education all play a role: 'high levels of engagement in realistic work activities is one of the most significant factors in reducing the levels of unrest'.

Similarly Thailand said it was 'undeniable' that work helps to reduce stress and idleness and that there are many benefits in providing incentives to prisoners through work. The Solomon Islands stated that: 'the effect on good order is noticeable. As a 95% Christian nation, Solomon Island people believe that an idle mind is fertile ground for the Devil's work, so the work of the Programs and Industry Unit is widely supported.'

However it was also recognized by some of the presenters, especially India, that prison overcrowding creates problems. Work opportunities rarely keep pace with growing prisoner numbers and as a result there is less work available as a means to reduce tension and stress.

5. Prison Work and Accredited Qualifications

Reflecting regional differences, there are a number of different views about the extent to which prison work should be linked to formal qualifications. For example in Indonesia the main aim at present is not to link work to qualifications but to use work as a 'medium for prisoners to actualize themselves as individuals, family members and community members' and to promote self-reliance.

However an increasing number of jurisdictions are now linking prison employment with accredited qualifications. As previously noted, this was one of the main reasons why Hong Kong (China) established its new I and VT Section. The Hong Kong (China) paper provides an impressive list of areas in which qualifications may be obtained, covering a wide range of trades and skills.

In Western Australia the Education and Vocational Training Unit (EVTU) has achieved considerable success in attracting prisoners to programs. As in Canada (see below), a prisoner's education and training needs are assessed on admission and this information forms part of their 'Individual Management Plan'. The EVTU has worked hard to ensure that the needs of Aboriginal prisoners are met and Aboriginal people experience a better program completion rate in prison than in the community.

In the Solomon Islands increasing numbers of prisoners are leaving with training certificates in First Aid, occupational health and safety, small machinery use, maintenance, building and related trades. In Japan over 4,000 inmates (around 5% of the total prison population) obtained formal qualifications in trades such as mechanics and surveying in the 2008 financial year.

6. Remuneration

All the papers recognized the importance in principle of remunerating prisoners for their work. However the Solomon Islands faces a dilemma: 'as a developing nation which has very high levels of unemployment, combined with low rates of pay, the issue of monetary pay for prisoners is very contentious and has no community support.' As a result prisoners are not currently paid but a model has been developed so that a system of payment can be implemented if community attitudes change.

All of the other countries, who prepared papers or presentations, do pay prisoners and as far as possible they operate an incentive-based system. In Thailand for example Ministerial Regulations permit some income from work activities to be distributed to prisoners after deducting expenses. The remuneration criteria reflect the person's performance including quality, care and timeliness.

Australia, Canada, Hong Kong (China) and Japan all have incentive-based earnings schemes. In Western Australia there are five levels of 'gratuities' which reflect the different levels of work that are undertaken (for example unit cleaning as opposed to laundry or metal fabrication). In Japan there are ten 'grades' reflecting the prisoner's skills, work hours and performance.

7. Prison and Community Links

All of the papers acknowledged the importance of building links between prisons and the community and some very interesting practical examples were given (see also the Singapore case study below). In Thailand the Skill Support and Safe Reintegration Project (SSSR) involves collaboration between 'various agencies of both public and private sectors in order to provide a variety of vocational training programs'. The Thai Department of Corrections has also signed 11 memoranda of understanding (MOU's) with external organizations to assist prisoners on release. These MOU's include banks so that ex-inmates can obtain loans on release to allow them to establish businesses based on their prison training.

Hong Kong (China) has worked very hard to gain the support and trust of local employers and about 390 have been identified as 'Caring Employers' who are willing to provide employment to ex-prisoners. The Correctional Services Department also organises a public 'Symposium on Employment for Rehabilitated Offenders' to showcase successes and to attract more employers to the various schemes.

Where possible all countries make use of initiatives such as 'work camps'. Western Australia is currently making a significant investment in more work camp places because of the success of existing work camps and the rapidly rising prisoner population. More recently Western Australia has also invested considerable resources in a new Prisoner Employment Program (PEP). PEP allows prisoners who 'pass a rigorous risk assessment process' to work during the day with an approved

employer. Prisoners only qualify if they are minimum security, are within 12 months of release, are medically fit and have a good work and behaviour history. Over the past 12 months an average of between 4 and 5 prisoners a month have been approved for PEP.

8. Case Studies: Singapore and Canada

(a) Singapore (SCORE and the Singapore Prison Service)

The Singapore paper was prepared and presented by SCORE (the Singapore Corporation of Rehabilitative Enterprises). SCORE is specifically charged with responsibility for developing employment initiatives to bridge the gap between prison and the community and works closely with the Singapore Prison Service (SPS). In Singapore, as elsewhere, there are many challenges. Compared with the general population, prisoners tend to have lower levels of education and skills and poor employment histories. Employers do not regard ex-prisoners as the 'employees of choice' and the recent economic downturn has added to the challenges.

SCORE and SPS have therefore developed a three-pronged framework: 'Ready for Work', 'Work is Ready' and 'Secure and Sustain'. The 'Ready for Work' principle is that while in prison inmates should be provided with relevant skills and positive work values through workshops and skills training.

Work programs are provided in two ways, through SCORE-run industries and through the Private Sector Participation Scheme (PPS). Under the PPS scheme, SCORE leases workshop space in prisons to small and medium private enterprises (SME's) to set up factories. PPS firms currently manage around 26 workshops and 1,200 inmates.

Industries run by SCORE itself include the laundry (employs 500 inmates and is the major laundry provider for hospitals) and food services (around 300 inmates). Sub-contracting jobs for SME's involving activities such as assembly work, data entry and management, packaging (around 965 inmates) and Score Digital Media (SDM), which provides commercial multimedia design for government agencies and the private sector services (around 16 inmates).

As in many countries, skills training is aligned with national training frameworks. However SCORE has also developed schemes to ensure that prisoners have confirmed employment upon release. Under the 'Place and Train' scheme, inmates are interviewed by potential employers and are offered jobs in industries such as landscaping and retail *before* being sent for training. This ensures that training is targeted and that the person does have a job on release. Similarly many of the inmates who undertake the SDM program are then placed in work upon release.

The motto 'Work is Ready' reflects the need to engage with employers to maximize opportunities for employment in release. SCORE actively cultivates links and now has around 1,800 employers on its database. Finally 'Secure and Sustain' refers to the fact that SCORE has case managers who focus on retaining ex-prisoners in employment for six months after release.

The paper concluded that SCORE and SPS have been 'fairly successful in reintegrating inmates into the workforce' but that new initiatives will always be needed to maintain effectiveness.

(b) Canada (The Transformation Agenda)

The Correctional Service of Canada (CSC) identifies employment training and employability skills as integral to offender reintegration. Following a comprehensive review of operational priorities, strategies and business plans the CSC launched its 'Transformation Agenda' to better meet the challenges of a more complex offender population. One element of the Transformation Agenda is the 'integration of employment and employability initiatives both within penitentiaries and in community operations.'

In support of the Transformation Agenda, the Employment and Employability Process (EEP) has been established. The EEP aims to provide 'inmates with a sense of purpose and develops and maintains the generic competencies needed to be employable in today's labour market.' The EEP begins on admission with an 'employment domain vocational assessment' and an employment plan is built into the person's corrections plan.

Work descriptions for prisoners are linked to national occupational classifications which assists prisoners to prepare job applications. Vocational training opportunities are also linked to community 'labour market information and certification'. The Transformation Agenda has already had significant results, with a 100% increase in the number of vocational certificates in 2008-2009 compared with 2003-2004.

There are still many challenges in effectively linking prisoners into employment upon release. However the appointment of 'employment counsellors' in 46 locations across the country has had some success in linking offenders with relevant community organizations. Other partnerships are also developing.

The paper concluded that: 'in the simplest of terms, the EEP equals job readiness. The practical work experience, and the innovative programs introduced in federal correctional institutions and the service provided through community employment counsellors, complete what CSC refers to as the job readiness continuum.'

9. Conclusion

There are many different challenges across the region in terms of prisoner employment. As the Solomon Islands paper commented: 'working in the area of rehabilitation within the Solomon Islands might at first be daunting to someone applying planning logic from a developed country. Resources like relevant courses and services that would be delivered in a developed country either do not exist or alternatively are in such demand that correctional services are very low on their priority.'

However there are also many similarities and most countries clearly share common perspectives and goals and face common hurdles. It was agreed that employment inside prisons has many benefits in terms of promoting good order and that lack of employment creates risks. It was also recognised that prison can provide a valuable

opportunity for people who lack work experience and skills to acquire some experience and skills, thereby enhancing their self esteem and employability.

Across the region correctional services have improved positive employment opportunities in prisons and have improved the linkages between employment and formally accredited training. However many challenges remain, especially in terms of linking prisoners to 'real jobs' on release. Although the circumstances will vary between different countries, the experiences of Hong Kong (China) and Singapore in breaking down barriers were particularly informative. The key to future development is undoubtedly to improve linkages between prisons and the private sector. Further research is also needed into the extent to which recidivism rates are reduced as a result of improved employment opportunities.

AGENDA ITEM FOUR

DEVELOPING AND IMPLEMENTING PAROLE SYSTEMS AND COMMUNITY BASED SENTENCES

1. Introduction

APCCA has traditionally focused on prisons rather than community based corrections. This agenda item explores two aspects of community based sentences. The first is to consider how different countries have developed alternative sentences so that judges will only use imprisonment as a “last resort”. The second is to consider conditional release schemes (such as parole) under which prisoners are released before the end of their sentence but are then supervised and monitored in the community.

There are many reasons why this topic was chosen:-

- ✧ *Overcrowding*: every year, delegates voice concern about prisoner numbers and overcrowding. Good alternatives to imprisonment and successful parole systems can reduce the number of prisoners.
- ✧ *A Corrections Philosophy*: over the past decade APCCA members have increasingly expressed their commitment to a philosophy of “corrections” rather than “custody”. This is shown by the number of jurisdictions that now talk of “correctional services” rather than “prison departments” and of “community corrections” rather than probation.
- ✧ *Reintegration*: reflecting the philosophy of corrections, recent APCCA conferences have looked at ways to improve a person’s chances of reintegration. Both community based sentences (to avoid incarceration in the first place) and conditional release schemes such as parole can assist reintegration.
- ✧ *Relative Costs*: prisons are expensive. Community corrections will generally be much cheaper.
- ✧ *Community Engagement*: APPCA delegates frequently raise issues about the difficulty of engaging communities in corrections. Good community based sentences and parole systems provide an opportunity for community organizations to work alongside government departments in providing structure and support to offenders.

There were presentations from Australia, Hong Kong (China), Macao (China), Malaysia and Singapore. Papers were also prepared by Indonesia, Korea, Thailand and Vietnam.

2. ‘Front End’ Alternatives to Imprisonment

Hong Kong (China) defines “community corrections” as a “non-incarceration sanction in which offenders serve all or a portion of their sentences in the community”. In 1933 the Juvenile Offender Ordinance introduced a probation system in Hong Kong (China). Today a court may order a Probation Order (between one and three years’ duration) or a Community Service Order (CSO) instead of imprisonment. Certain restrictions such as curfew, employment training, urinalysis

and attendance of drug treatment programs may also be stipulated in the order.

In Hong Kong (China) under a CSO, the court may require the offender to perform unpaid work in the community for a maximum of 240 hours over a 12-month period, under the supervision of a probation officer. These orders are administered by the Social Welfare Department using a social work approach to provide supervision and guidance to offenders for a set time period in order to assist their rehabilitation process. The Social Welfare Department adopts a multi-disciplinary approach by involving psychiatrists, psychologists and teaching professionals to meet the needs of the offenders. The probation officers provide guidance and counselling to offenders through interviews, home visits and group activities. They also provide assistance and advice to probationers and their families regarding financial, employment and education matters.

In Malaysia the imposition of fines is the main non-custodial sentence. Apart from fines, its *Criminal Procedure Code* provides for CSO and Compulsory Attendance Orders (CAO). The CSO involves community service work not exceeding 240 hours and applies only to juvenile offenders. The Malaysian Prison Department is unable to use CSO's for adult offenders as the Ministry responsible for CSO's is the Ministry of Women, Family and Community Development. Although there is legislative provision for CAO's (which involve the offender undertaking compulsory work at a specified centre on a daily basis for a period up to three months) this type of order has not been implemented.

In Korea offenders on probation are subject to protective supervision. In some instances the court may also order that the offender participates in community services. A probation officer supervises those on probation.

Under Vietnamese laws alternatives to imprisonment include probation order, surveillance, postponement of sentence for those on bail, exemption from imprisonment sentence and remission of sentence execution. During the criminal investigation process and court process, the alleged offender may be released on bail or be subjected to home detention.

In Vietnam there is no dedicated organization which is responsible for supervision and management of offenders who have been granted exemption, temporary suspension of sentence execution, probation order or sentence without incarceration. These offenders generally live with their families and are supervised by local authorities (the police or judicial office). This system is viewed as a cost-effective way of managing the offenders. The local authorities are independent of the prison department but there is close collaboration with the prison department to ensure effective supervision and management.

Cambodia's new *Code of Criminal Procedure* provides for conditional release from prison. However there are very limited options for community-based sentences due to lack of resources, structure and mechanisms at the community level.

In Macao (China) imprisonment is considered as a last resort. Thus a sentencing judge is to consider the issue of probation for sentences not exceeding three years. The Department of Social Rehabilitation of the Legal Affairs Bureau is responsible for the supervision of probation orders. Most of its parole and probation officers are

social workers and psychologists. A rehabilitation plan is submitted to the court within 30 days after the order is made and thereafter periodical reports are submitted every six months. The probation period must be within one and five years. At the end of the probation period, the judge will determine whether or not to “close the file” based on a final evaluation made by the Department of Social Rehabilitation.

In Singapore the fine is generally the only alternative to imprisonment. However there are plans to develop front-end sanctions over the next few years. The Singapore Prison Services aims for a “seamless through-care” model with three phases:-

- ✧ *In-care Phase*: a personal route map is developed for each prisoner to determine his/ her specific treatment needs. A personal supervisor provides advice and guidance. Prisoners are required to complete a Community Reintegration Program prior to their direct release or placement on an early release program to equip them with the relevant knowledge and skills for reintegration into the community.
- ✧ *Half-way Care Phase* – discussed below
- ✧ *Aftercare Phase* – discussed below

3. Parole and Other Conditional Release Schemes

Parole is the main “back end” option. Usually certain categories of prisoners are made eligible for parole after they have served part of their sentence in prison, have completed the required treatment programs and have demonstrated good prison conduct. If parole is granted by the relevant authority (usually either a parole board or a judge), parole conditions may be imposed on the parolee (such as not to re-offend and not to take illicit drugs). If the parolee breaches those conditions, the parole order may be suspended or cancelled and the parolee can be returned to custody to serve the rest of the prison sentence.

Although some countries (including Cambodia, Singapore and Vietnam) do not have parole systems, parole is well-established in many other parts of the region and schemes are being planned or introduced in more jurisdictions. In Cambodia a new *Code of Criminal Procedure* provides for parole as a sentencing option but this is yet to be implemented due to resourcing and logistical issues.

A parole system was introduced in Malaysia in July 2008 with the establishment of a Parole Board and the release of 64 inmates as the pioneer group. A prisoner is eligible for parole consideration if he or she:-

- ✧ has been sentenced to a minimum of one year imprisonment,
- ✧ has served at least half of the prison sentence, and
- ✧ has completed a rehabilitation program.

Malaysia's system is similar to that in a number of countries (and was based on a detailed analysis of parole systems in Australia and elsewhere). Parolees must comply with the conditions prescribed in the Parole Order (such as participating in a rehabilitation program, residing at a specified address and reporting to a parole officer). The parole officers are responsible for developing the individual prisoner's rehabilitation and intervention program which is implemented by parole officers, prison counsellors or officers from other government agencies and NGOs. Ad hoc and periodic home and employment visits are conducted to ensure community safety.

Curfews are commonly imposed from 8pm to 6am and regular telephone calls are made to ensure compliance. Urinalysis is conducted when parolees report to the district parole office. There are prison-based parole officers who prepare the necessary reports and documents. They also liaise with the district parole officers who supervise and visit parolees in the community.

In Thailand, there are two systems of conditional release:-

- ✧ *Parole* – introduced in 1936.
- ✧ *Good Conduct Allowance* – prisoners serving not less than six months sentence and are well behaved are released subject to certain conditions and supervision in the community. Life-sentenced prisoners must serve at least 10 years of their sentence before they can be considered for Good Conduct Allowance. The Good Conduct Allowance days vary according to the prisoner's class and can vary between three and five days per month.

Before the Department of Probation was set up in 1992, the Thai Department of Corrections was responsible for the supervision and management of parolees and probationers who were released on Good Conduct Allowance. In 2004 as a result of legislative amendments and a significant change to the probation system, all probation work was transferred to the Department of Probation.

There are two types of parole in Thailand:-

- ✧ *Regular Parole* – this is for prisoners who have served the minimum period of imprisonment as specified by law and they are supervised for not more than five years. A Parole Board reviews and considers a prisoner's case before making a recommendation to the Director General of the Department of Corrections who makes the final decision. The Parole Board sits once a month and considers 250-300 cases. The Board is chaired by the Deputy General of the Department of Corrections, with representatives from other departments such as the Police, Attorney General, Medical Services, Social Development and Welfare and Probation.
- ✧ *Special Parole* – this applies to drug addicts and inmates who are elderly, disabled or seriously ill. A Special Parole Board considers these cases.

Over the past 10 years the Thai Department of Corrections has had to deal with prison overcrowding, staff shortages and financial constraints. To mitigate these problems two significant special parole projects were introduced with successful results:-

- ✧ *Vivat Polamuang Rajahan School Project* – a three month intensive treatment program for drug addicts to help them resettle in the community during their conditional release in the community. Since 2004 about 6,100 drug addict inmates have been granted special parole to undertake this program.
- ✧ *Special Parole for seriously ill, disabled, elderly and petty offences inmates project* – this special parole applies to inmates who cannot cope in crowded conditions. They are allowed to spend the last stage of their lives with their families and receive medical treatment.

In Macao (China) prisoners have a right to apply for parole after they have served two-thirds of their sentence. Parole applications are considered by a judge. Once a parole order is issued, the parolee will be managed and supervised by the Department of Social Rehabilitation of the Legal Affairs Bureau. Within 60 days the

Department submits a social rehabilitation plan to the court and thereafter periodical evaluations are submitted to the court every three months. At the end of the parole period the judge makes a final decision based on the Department's evaluation. As mentioned above most of the Department's probation and parole officers are social workers and psychologists.

In Indonesia parole leave before release and conditional leave are administered by the Head of Prison or the Head Detention House in collaboration with the heads of prosecution and probation. Prisoners and juveniles who have served at least two-thirds of their sentences are eligible for parole consideration. Regular reports are submitted to monitor the parolee's progress in the community. Parole leave before release and conditional leave may be revoked if the released offender re-offends or breaches the conditions of parole. Parole may be suspended by the Director General of Corrections upon the recommendation and advice of the Head of Parole and Probation Office.

In Queensland (Australia) the *Corrective Services Act 2006* abolished remission and phased out conditional release and home detention. A new system called Court Ordered Parole (COP) was introduced. This enables the court to set a parole release date for offenders sentenced to prison for three years or less. The offender must be released on the court-set date unless remanded in custody for further offences. However COP is not available to sex offenders, offenders with serious violent offences or offenders remanded for further offences.

Under COP the court may impose conditions on the offender such as urinalysis, reporting requirements and not to re-offend. The parole boards may also add conditions to the COP in the interests of ensuring good behavior and preventing further offending. The sentencing court may make recommendations such as participation in courses and programs.

The objectives of COP are:-

- ✧ To reduce the high number of short term prisoners in custody who are not sex offenders or serious violent offenders.
- ✧ To reduce the risk of re-offending by ensuring offenders are subject to restrictions of liberty for the full duration of their sentence.
- ✧ Provide greater certainty for courts, victims and the community by having a set incarceration period.
- ✧ Allow parole boards to focus on higher risk offenders serving imprisonment sentences of three years or more.
- ✧ Simplify the Queensland Corrective Services' sentence management processes (because COP is virtually automatic).

The *Corrective Services Act 2006* of Queensland (Australia) also restructured the parole boards by replacing six community corrections boards with one state-wide Queensland Parole Board and two regional Parole Boards. The rationale for the restructure was to ensure greater consistency in decision making and enable the parole boards to focus on higher risk offenders serving longer sentences.

In Hong Kong (China) there is no parole system in a strict sense. However there are four types of supervision release schemes which allow eligible and suitable prisoners to complete their sentences in the community, subject to supervision:-

- ✧ Eligible prisoners, who have been sentenced for two years or above imprisonment, may apply for *Pre-release Employment Scheme* (PRES), while those who have been sentenced for three years or above imprisonment may apply for *Release under Supervision Scheme* (RUSS).
- ✧ Applications are considered by an independent Release under Supervision Board which makes recommendations to the Chief Executive of the Hong Kong Special Administration Region.
- ✧ Eligible and suitable prisoners who have been sentenced to indeterminate sentences and detained at the Executive's discretion may apply to the Long-term Prison Sentence Review Board for a *Conditional Release Scheme* (CRS). Prisoners whose indeterminate sentences have been converted to determinate sentences may be ordered by the Board to be placed under a *Supervision After Release Scheme* (SARS).

Prisoners released under the above schemes are subject to statutory supervision by the Correctional Services Department of Hong Kong (China). Social work trained staff are recruited and deployed to perform supervision duties.

In Korea a Parole Committee, headed by the Deputy Minister of Justice, determines parole and the Bureau of Crime Prevention of the Ministry of Justice is responsible for protective supervision. Inmates who have been released on parole and probation are subject to protective supervision during their parole periods unless it is deemed unnecessary. Parolees who are subject to protective supervision are monitored by probation officers. Those without protective supervision are monitored by the chief of a police station in the jurisdiction. In addition parolees who had committed violent sexual offences or kidnapping of minors must wear a tracking device during the parole period.

As mentioned above, apart from fines, Singapore does not have other community-based sentencing options or a parole system. However there are four types of Early Release Programs which are available to certain types of offenders (juveniles or adults) depending on the type of sentences. The aim of these programs is to help inmates to make the transition from incarceration to complete freedom:-

- ✧ *Release on Supervision* (ROS) – this is available for offenders aged between 16 and 21 years who are sentenced to Reformatory Training.
- ✧ *Release on Licence* (ROL) – this involves supervised release up to one-third for certain types of sentence.
- ✧ *Community Based Programs* – these include Home Detention, Work Release Schemes and Halfway House Schemes. Community Based Programs involve supervised release for up to 12 months. Home Detention requires inmates to reside with their families and electronic tagging and monitoring are mandatory. The Work Release Scheme (WRS) requires inmates to serve the tail-end of their sentence at a work release camp or a halfway house under supervision and is generally used for inmates who are high risk and require supervision but have no family support.
- ✧ *Other Community Based Programs* – inmates at Drug Rehabilitation Centres can participate in Residential Schemes and Halfway House Schemes which involve supervised release of either six months or 12 months. These halfway houses are provided by religious-based voluntary welfare organizations to assist offenders who are undergoing drug treatment programs and who have no family support.

To continue assistance to ex-prisoners, the Singapore Prison Services also offers a voluntary 'aftercare phase'. This involves support from community partners such as the Singapore After-Care Association and the Singapore Anti-Narcotics Association, who provide support for up to 6 months (for example financial, employment and accommodation assistance). In August 2009 Singapore established the Community Supervision Centre to manage all Early Release Programs in order to streamline and provide parity in the management of these programs.

4. Probation and Parole/ Community Corrections Officers

In Hong Kong (China) probation orders and community service orders are administered by the Social Welfare Department, which adopts a multi-disciplinary approach by involving psychiatrists, psychologists and teaching professionals to meet the needs of the offenders. The probation officers provide guidance and counselling to offenders through interviews, home visits and group activities. They also provide assistance and advice to probationers and their families regarding financial, employment and education matters.

In Malaysia the parole system is administered by the Malaysian Prisons Department. Only officers holding the rank of Prison Inspectors or above may perform the role of Parole Officers. Parole Officers attend training at the Brush Farm Corrective Services Academy, New South Wales. In-house training is also conducted by senior officers. The parole module includes supervision guidelines, home visits, case planning and management files, breach, ethical practice, reports and cultural awareness. The selection criteria for a parole officer include report writing skills, good interpersonal and communication skills, ability to work independently and possession of at least a basic counselling qualification.

In Indonesia the supervision of parolees and juveniles is conducted by 70 parole and probation offices located in each capital city and districts. Officers who conduct supervision are called "Social Guiders". They are civil officers with vocational qualifications in social work and have graduated from the Corrections Academy and Undergraduates of Social Work. There are around 890 Social Guiders in Indonesia.

5. What Works and What Does Not Work?

Macao (China) stated that its parole system works well because:-

- ✧ It encourages prisoners to behave well as they want to get released earlier (so it is an incentive tool).
- ✧ It provides an experimental period for prisoners to reintegrate into the community, under supervision. Those who breach parole can be returned to prison to serve the rest of their prison sentence.

The success of a parole system depends on the support and commitment (in terms of providing accommodation and employment) from the general public, family members, other government agencies and NGOs. In Malaysia and Singapore, wide publicity campaigns have been successfully conducted to gain understanding and support from the community and families of prisoners. However Malaysia reported that some family members remain skeptical and unsupportive despite numerous visits to explain the rehabilitation and reintegration process.

In Queensland (Australia) between August 2006 and May 2008, 75% of Court Ordered Paroles (COP) were successfully completed. However the number of offenders under supervision in the community increased by 15% between August 2006 (12,391) and May 2008 (14,189), resulting in the following effect:-

- ✧ A significant increase in COP matters heard by regional parole boards. COP matters increased from 41 in 2006 to 266 in May 2008. As a consequence, the parole boards have had to increase the number of meetings held each month to hear these matters.
- ✧ Increase in the number of offenders being returned to custody due to an order being suspended or cancelled.

Queensland indicated that there were plans to assess the impact of COPS on recidivism in 2011/2012. There is significant support for COPS to be applied to offenders sentenced to five years or less, but there would be resource implications for agencies involved in probation and parole. Expanding COPS to longer sentences would also increase the number of offenders with higher risks of recidivism and complex criminogenic needs being supervised in the community and increase the number of offenders returned to custody due to order suspension or cancellation.

The success of community based sentences or parole system depends very much on the extent of support that is given to the reintegration needs of offenders. The types of support vary across the region but commonly include:-

- ✧ Counselling services for offenders and their families
- ✧ Half-way houses
- ✧ Drug treatment programs

Hong Kong (China) offers a *Continuing Care Project and Engaging Community Support Program* to its prisoners. In Macao (China) prisoners attend an Adaption to Life Program which is a compulsory six hour program run by Non-Government Organisations (NGOs). The program provides information to offenders/parolees regarding career planning, resolving unemployment and family conflict and difficulties adjusting to life in the community.

Macao (China) indicated that probation was not effective as courts tended to give a second chance to offenders who breached the order by extending the probation order period instead of imposing a custodial sentence. The main reason for this is that courts see imprisonment as a last resort.

Indonesia reported that additional resources and funding were required to improve its current systems. Specifically there was a need to increase the number of Social Guiders to supervise and manage inmates and juveniles on parole, leave before release and conditional leave. In addition there was a need for the various agencies to coordinate more with each other.

Since 2003 about 31,570 prisoners were granted parole in Thailand. About 705 had their parole orders revoked due to non-compliance. During the same period, 7,054 prisoners were released on special parole from the two projects mentioned above but only 118 were cancelled. Thus the parole system has been recognized as one of the best tools for the Thai Department of Corrections to reduce the prison population and imprisonment costs. To further enhance the effectiveness of the parole system,

correctional institutions are required to conduct annual key performance indicators on parole eligibility for prisoners. In addition Thailand plans to change the Parole Board's processes to increase transparency and accountability.

6. Conclusion

In summary, the most common types of 'front-end' sentences involve probation-type supervision and monitoring (including counselling) and community work. However the extent to which such alternatives have been developed varies widely. For example Australia has a wide range of non-custodial sentences. However in Malaysia and Singapore, community service is not available as an option for adult offenders and fines are the main alternative to imprisonment.

With regard to 'back-end' options, a parole system has been in existence in Thailand since 1936, whereas Malaysia only introduced this system in 2008. Parole also operates in Australia, Korea, Macao (China) and Indonesia. By contrast there is no parole system in Cambodia, Vietnam, Hong Kong (China) and Singapore. However both Hong Kong (China) and Singapore operate supervised release schemes for some categories of offender and offer a number of programs to assist prisoners' reintegration. By contrast there is no parole system in Cambodia, Vietnam, Hong Kong (China) and Singapore. However both Hong Kong (China) and Singapore operate supervised release schemes for some categories of offender and offer a number of programs to assist prisoners' reintegration.

The effectiveness of the various 'front end' and 'back end' alternatives is dependent on the available resources and funding, the quality of decisions made by the judiciary and parole boards and the level of support given to the offenders by members of the community, family members, government agencies and NGOs. Importantly all countries are actively considering ways to improving community-based sentencing options and parole. For instance:-

- ✧ Queensland (Australia) has plans to assess the impact of COP on recidivism in 2011/2012.
- ✧ In Cambodia there are limited resources to implement community-based sentences and a parole system. However these options are being considered.
- ✧ Macao (China) will be reviewing its parole and probation system in 2010 and will be considering other community-based sentences as alternatives to imprisonment.
- ✧ Malaysia is exploring other community-based sentencing options which are cost-effective and protect the safety of the community.

SPECIALIST WORKSHOP ONE

ENGAGING WITH OTHER CRIMINAL JUSTICE SYSTEM AGENCIES (INCLUDING POLICE, JUDGES AND POLICY MAKERS) TO ACHIEVE CONSISTENCY OF GOALS

1. Introduction

Correctional services do not operate in isolation from the rest of the criminal justice system. Other key parties in the system include politicians, policy makers, judges, public prosecutors and the police. Some presentations at recent APCCA conferences have expressed concern, either explicitly or implicitly, about the extent to which these other key parties share the same goals as correctional services and whether there are sometimes ‘gaps’ in the expectations of the different parties.

Correctional services are operating at the end of the criminal justice system and have limited influence over the ‘flow’ of offenders into prisons and community justice services. For example, political decisions to ‘tighten up’ laws relating to bail, will impact upon the number of unsentenced prisoners received into prison. And tougher parole or remission laws will affect the length of time that a sentenced prisoner is likely to spend in custody.

The purpose of this Workshop was to consider:

- ✧ Whether there are philosophical ‘gaps’ between the goals of corrective services and the goals of other key parties; and
- ✧ Examples of good practice from across the region (for example where different criminal justice agencies have worked together to promote successful new initiatives or to adapt to new policy settings).

During the conference presentations were given by delegates from Australia (Northern Territory, South Australia and Western Australia), Indonesia, New Zealand and Singapore.

2. Identifying Possible Gaps

Across the Asia Pacific region, as evidenced at APCCA conferences, correctional administrators now espouse the goals of rehabilitation and reintegration. Embedded in such approaches is the view that prisoners should be treated with decency, dignity and respect. However it is possible that attempts by corrections to run more humane and more innovative rehabilitative programs (such as parole systems) will sometimes appear at odds with the views of other justice system participants such as the police.

Secondly, even if there is a broadly shared philosophy, there may be gaps in *practice* between the expectations of key decision makers (such as the judiciary or the parole board) and the capacity of corrections to deliver programs and services. For example a judge or a parole board may want to be assured that an offender will undertake a particular type of treatment program when in prison or on parole. However the corrections department may be unable (due to resource constraints) or unwilling

(because their own assessments of the offender's risk and needs are different) to deliver that type of program to the offender in question.

Thirdly, questions may arise as to whether senior correctional administrators feel that they are adequately consulted and engaged in the development of policies that will impact directly on prison management and community corrections or whether they feel that they simply have to respond to decisions that are taken elsewhere.

(a) New Zealand

In New Zealand the current average daily prison population is about 8,400 (sentenced and remanded prisoners). It is predicted that this will increase to 12,500 in 2018. New Zealand aims to:-

- ✧ Reduce the demand for prison beds.
- ✧ Better manage the prison population.
- ✧ Improve public confidence in the criminal justice system.
- ✧ Address the issue of over-representation of Māori and Pacific people in prison (Māori people are over-represented with an imprisonment rate of 683 per 100,000).

To address the above issues, and to ensure that the gaps between the various agencies are minimised, the *Cross-Sector Forum* was set up in 2005 to respond to crime and its causes. The *Cross-Sector Forum* is a high-level sector-wide group which is led and sponsored by the Ministry for Justice. The following strategies have been implemented:-

- ✧ Within the justice sector, there is inter-agency collaboration and cooperation at both strategic and local levels to develop and implement legislation and policy initiatives. For example in 2007 a legislative and policy package was introduced to reduce the prison population through the use of community-based sentences such as community detention, intensive supervision and home detention. This required multi-agency collaboration from the judiciary, courts, police and probation officers.
- ✧ The *Priority Offenders Initiative* aims at individuals aged 17 years and over who come to the attention of the criminal justice system. This requires agencies from corrections, police, social development, Māori development, housing, education and health to work together to identify these offenders and to reduce their offending behaviour through a coordinated case management process. To date, this initiative has been implemented in six locations.

(b) Indonesia

In Indonesia the Department of Correctional Services has developed greater collaboration and cooperation with the police, public prosecutor, courts and politicians. Its 'cooperative network' has expanded to include non-government agencies, particularly after Indonesia's political reformation in 1998 and the implementation of the *Reformation Blue Print* to upgrade capacity and accountability during 2007-2009. However Indonesia indicated that there are still some gaps between its correctional system and other parts of the criminal justice system due to the following factors:-

- ✧ Weak synchronization between the police, public prosecutor, court, correctional services and the parole office.
- ✧ Differences between the respective agencies in terms of visions and goals resulting in inter-exclusive and unintegrated relationships.
- ✧ Lack of understanding regarding the roles of the criminal justice agencies and the correctional services.
- ✧ Lack of funding and resources.

Research has revealed that these factors have resulted in overcrowding in prisons in Indonesia due to police reluctance to divert juvenile offenders from the criminal justice system, a lack of coordination with the parole office and the tendency of judges to impose prison sentences and not to use alternatives.

(c) Australia

Despite its large area of about 1,349,000 square metres, the Northern Territory has a population of about 223,100 with five major settlements. About 30% of the total population is Indigenous, however 85% of the prison population are Indigenous. The majority of Aboriginal people live in 25 to 30 communities (in groups of 100 to 500), 457 outstations and town camps.⁹

Over the years the Northern Territory Correctional Services (NTCS) has seen a growth in prisoner numbers due to increased police presence and sentencing trends. This requires more collaboration between key stakeholders involved in corrections and criminal justice, especially for Aboriginal people. This has resulted in the Northern Territory Government's *Closing the Gap* initiative, allocating A\$15.26 million to the NTCS to develop various projects.

The NTCS is currently undergoing an immense change to forge good working relationships with other Australian correctional services and other criminal justice stakeholders. However it is recognised that differences in approach can be problematic. For instance the judiciary and the Parole Board are often seeking further independent information from psychologists or psychiatrists in relation to sex offenders. Policies and procedures are consistently being reviewed to develop an improved "through care" approach. In the Northern Territory the following positive outcomes have resulted from collaborations with correctional services in other Australian jurisdictions and criminal justice stakeholders:-

- (a) A *Cross Border Justice Project* has been developed between the Northern Territory, Western Australia and South Australia to improve the criminal justice and health systems. This project was the focus of the presentation by South Australia (see below).
- (b) NTCS has recently implemented the Queensland Corrective Services' Integrated Offender Management System which will impact on the way it manages its offenders and engages with key stakeholders.
- (c) Enhanced funding has enabled NTCS to develop the *Sex Offending Treatment*

⁹ The major communities have their own school, health centre and store which may also provide resources to the minor communities which do not have these facilities. The town camps are inhabited by mostly Aboriginal people and are generally situated near an urban area.

Program, Elders Visiting Program, Indigenous Violence Offender Program and the appointment of ten additional corrections officers in remote areas.

To date the *Indigenous Violent Offender Program* has been implemented in 25 communities, involving full time coordinators employed by the NTCS to maintain links with the judiciary, lawyers, families, the community and various correctional officers. The success of the program is due to two factors. Firstly, Indigenous offenders are able to reside with their family and practice the skills they have learnt from the program, with family support and understanding. Secondly, the program is appropriately resourced with suitably qualified staff.

Over the next five years, funding will be allocated to enhance Probation and Parole services in the community. Indigenous Community Probation and Parole Officers have been employed to directly target and improve the quality of services in remote Aboriginal communities and support other justice initiatives, such as the courts. This will further improve cultural knowledge and confidence within the NTCS regarding Indigenous communities and enable greater flexibility and understanding over sentencing outcomes for Indigenous offenders.

- (d) Formal arrangements such as *Information Sharing Agreement* and regional protocols have strengthened links between NTCS and the police. This has facilitated the exchange of information between the two agencies with regard to risk issues and assistance in the monitoring and supervision of community based offenders, particularly in very remote Aboriginal Communities. Both agencies are also gaining a better understanding of their respective roles and mutual respect for one another.
- (e) A number of alcohol and drug abuse treatment and rehabilitation centres are being constructed in various townships. This initiative is generating good working relationships and cooperation across community and criminal justice agencies, resulting in specific orders which address the needs of Indigenous offenders.

The Department of Corrective Services in Western Australia (DCSWA) has formal relationships with the Police, Department for Child Protection and the Disability Services Commission. As a consequence, there is inter-agency collaboration and learning through intelligence frameworks, joint business planning and public protection strategies. The key to successful inter-agency collaboration is commitment and effective communication.

At the justice sector level, the challenges faced by DCSWA include the following:-

- ✧ A number of high profile events which attracted media attention in 2005.
- ✧ The Government and the general community losing confidence in “the system”.
- ✧ Lack of coordination and/or communication between key agencies.
- ✧ Low morale amongst staff.
- ✧ Lack of data sharing to promote secure custody and effective rehabilitation.
- ✧ Lack of understanding of the issues faced by DCSWA.

The presentation from South Australia focussed on the *Cross Border Justice Project* (C-BJP) as a case study. This Project relates to the Ngaanyatjarra Pitjantjatjara

Yakunkunytjatjara Lands which cover 45,000 square metres and straddle between the borders of the Northern Territory, Western Australia and South Australia. The area is inhabited by about 6,500 Aboriginal people who are disadvantaged and live in poverty.

There is a high rate of crime in the Aboriginal communities on the Ngaanyatjarra Pitjantjatjara Yakunkunytjatjara Lands. The most common offences are motor vehicles offences (17%), assaults (11%), public order offences (11%), property damage (8%) and alcohol and substance misuse. It is not uncommon for example, for an Aboriginal person from South Australia to commit an offence in the Northern Territory. Prior to the C-BPJ, significant time and money was spent to extradite offenders for trial in the relevant jurisdiction.

Thus the C-BJP was developed to close the gaps between the criminal justice agencies (corrective services, police and courts) from the Northern Territory, Western Australia and South Australia. Through the development and application of complimentary legislation, the police and courts have jurisdiction in all three States and are able to implement joint initiatives and exercises. In the situation above, the offender may be tried and receive the same punishment in his/her native South Australia as he/she would in the Northern Territory. The C-BJP is discussed further below.

3. Promoting Consistency and Understanding

In some parts of the Asia Pacific, different parts of the justice system have met and worked together to achieve better outcomes. One example is the development of 'specialist courts' such as drug courts in Western Australia. Drug courts are less adversarial than traditional Australian criminal courts and there is more active 'case management' of the offender by the judicial officer after sentence. The success of such initiatives depends in large on a productive and flexible relationship between judicial officers, prosecutors, defence lawyers, corrective services and drug rehabilitation services.

(a) New Zealand

To promote consistency and collaboration between the various agencies in order to reduce offending and victimisation, the *Cross Sector Forum* focuses on the following objectives and initiatives:-

- ✧ Reduce the underlying causes of crime in the longer term, including effective early interventions for at-risk children and their families.
- ✧ Addressing the underlying issues that cause Maori people to commit offences.
- ✧ Reduce the opportunities for offending, re-offending and to enhance victims' satisfaction in the criminal justice system.
- ✧ Promote shared responsibility across a range of government agencies and service providers.
- ✧ Expansion of community-based alcohol and drug programs.
- ✧ Expansion of other community-based and prison rehabilitative services.
- ✧ Increased investment in prisoner employment and education.
- ✧ Specific attention to the over-representation of Māori and Pacific people in prison.

The *Cross Sector Forum* is currently developing measures to promote greater inter-

agency collaboration and implementation of initiatives in four priority areas:-

- ✧ *Increasing public safety* – for example deploying police into community policing, using bail hostels and securing interlocks on vehicles for those who have committed drink-driving offences.
- ✧ *Drivers of Crime* – for example improving antenatal and parenting support services, addressing behavioural problems in children and young people and identifying alternative approaches to managing low-level offenders.
- ✧ *Criminal Justice Improvements* – for example improving the delivery of court services, simplifying the court process and improving recidivism prevention programs.
- ✧ *Sentencing* – more use of fines and demerit points, alternatives to custody, weekend imprisonment, mandatory release and parole changes.

In conclusion the *Cross Sector Forum* will “continue to ensure that addressing the disparate outcomes for Māori underpins all aspects of the work and priorities and emphasis will be given to addressing the over-representation of Māori within the criminal justice system.”

(b) Indonesia

Indonesia’s *Reformation Blue Print* has called for the development of a comprehensive piece of legislation on Integrated Criminal Justice Systems in order to promote consistency and understanding. However it is acknowledged that the development of such legislation would take time as it will require more collaboration between the criminal justice agencies and correctional services.

To improve cooperation and collaboration between agencies and stakeholders, Indonesia has adopted an “inclusive policy process”. The development of policies has generally been done by politicians, Department of Justice and Human Rights, General Directorate of Corrections and other law agencies. However, increasingly members of the public (usually academics) and non-Governmental organisations (NGOs) are playing a role in reforming Indonesia’s criminal justice and correctional systems. The collaborative inclusive policy process has resulted in some positive outcomes, such as an increase in warden capacity, strategic policies and programs and processes to improve the service and treatment of prisoners. A public-based study centre has been established to ensure the implementation of correctional system reforms and to compile, monitor and evaluate a five year strategic plan for correctional reforms.

Indonesia’s challenge for the future is to achieve an integrated criminal justice system by streamlining the vision and goals in punishment of its correctional system and criminal justice system which takes into account its cultural and social issues. This can be achieved between the respective agencies, academics and NGOs as part of its collaborative model and inclusive policy process.

(c) Australia

In the Northern Territory Correctional Services (NTCS), a number of initiatives have been implemented to promote consistency and understanding between the NTCS and other agencies. These include the following:-

- (a) In collaboration with the Forensic Mental Health Services (FMHS), a

Memorandum of Understanding (MOU) is being developed to improve services to offenders with mental health issues so that more information and knowledge is available to all parties including the courts. Inter-agency forums are held on a quarterly basis and are attended by members of the judiciary, court officers, the legal profession, correctional services, prosecutors and police.

- (b) Intelligence sharing with the Northern Territory Police and other services in remote areas has enhanced understanding and consistency.

In Western Australia a number of priorities have been identified to promote consistency and understanding between the DCSWA and its stakeholders. These include:-

- ✧ Partnership charters with the Police, Department for Child Protection and the Disability Services Commission to ensure commitment, cooperation, engagement and communication between them, including the celebration of joint achievements.
- ✧ Focusing on informing, collaborating and learning from each agency through radio network, intelligence frameworks, joint business planning and inter-agency public protection strategies.

To promote consistency and collaboration between the Justice Sector, a number of strategies have been implemented:-

- ✧ The creation of a Justice Liaison Unit.
- ✧ Key presentations to “heads of jurisdictions” to provide a better understanding of the challenges faced by correctional services.
- ✧ Effective communication of information through regular newsletters.
- ✧ Organised tours of facilities.
- ✧ Regular meetings, open communication lines and willingness to engage at senior levels within correctional services and justice agencies.
- ✧ Monthly meetings with the Director General (Courts) and the Commissioner of Police.

Western Australia also has a community engagement and communication plan to get community awareness and involvement in offender rehabilitation. For example this plan includes having advocates that promote the work undertaken by the DCSWA, increasing departmental visibility, public education, management of expectations and understanding of challenges and limitations.

As mentioned above, the *Cross Border Justice Project (C-BJP)* involves collaboration between the various criminal justice agencies and Aboriginal communities from the Northern Territory, Western Australia and South Australia. The C-BJP has six focal points:-

- ✧ Legislation and policies
- ✧ Police
- ✧ Demographic study
- ✧ Strengthening communities
- ✧ Operational cooperation
- ✧ Shared correctional programs and facilities. This includes the establishment of low-security correctional facilities and the provision of culturally appropriate programs (such as the *Indigenous Family Violence Program*).

The *Indigenous Family Violence Program* operates for four weeks at a time in the community in Alice Springs. The program is run by program officers and is supported by the Aboriginal communities. Participants are generally referred by courts, however volunteers can also attend the program. The program has more than 50% success rate. It aims to:-

- ✧ Reduce violence in the Aboriginal Communities on Ngaanyatjarra Pitjantjatjara Yakunkunytjatjara Lands.
- ✧ Reduce the number of men from these Aboriginal communities from going to prisons for acts of violence.

The participants learn:-

- ✧ to take responsibility for their actions,
- ✧ to resolve conflict without violence, and
- ✧ to deal with anger and jealousy.

One positive feature of the C-BJP in South Australia is that it enables offenders to participate in community service work under supervision. Based on the principles of Restorative Justice, the offenders undertake community service projects as part of their community-based sentences for up to 42 weeks per year. Community service projects are widely used because they are low cost and the projects are catered to the needs of the respective community. They also benefit the offenders as they are able to acquire new skills whilst “giving back” to the community.

4. Conclusion

This Workshop provided a number of insights on how correctional departments in different countries have engaged with other agencies to close the ‘gaps’ between the goals of corrective services and the goals of other parties. The case studies highlighted a number of successes but also showed how difficult it can be to develop a common understanding between agencies as diverse as police, prosecutors, the judiciary, parole boards and government policy makers.

SPECIALIST WORKSHOP TWO

FAIRNESS AND EFFICIENCY IN HANDLING PRISONERS' COMPLAINTS

1. Introduction

At the 2008 APCCA conference in Malaysia, there was extensive discussion during an agenda item of the role of human rights bodies and external accountability agencies on the work of correctional services. There was also a specialist workshop discussion on how to develop and monitor standards in correctional services.¹⁰ During those discussions, delegates expressed particular interest in how different jurisdictions handle complaints and grievances by prisoners.

It is internationally accepted that good grievance procedures can help to defuse problems and contribute to effective management and that poor procedures can create risks. However several APCCA delegates have expressed concern that prisoners may have too many avenues for complaint and may continue to 'shop around' until they get the answer they want.

The main focus of this workshop was on individual grievances, in other words where individual prisoners complain about specific matters that relate to them personally. For example a prisoner may complain that some of his personal items were lost when he was transferred from one prison to another, or that he has been unfairly denied contact visits, or that he has been subjected to verbal abuse by a prison officer.

Two questions arise with respect to the arrangements for managing individual complaints of this sort. First, what *internal* mechanisms are available (i.e. mechanisms within the department itself) for making such complaints? Secondly, what *external* mechanisms (such as independent visitors or the office of the Ombudsman) exist? There are also numerous other questions, such as the relationship between internal and external processes and the protection of complainants from victimisation.

Although the main focus of the workshop was on handling individual complaints, it was recognized that some prisoners' complaints may really involve systemic issues. Systemic problems can be evidenced by the fact that a large number of complaints relate to the same issue (for example regular complaints about the quality or quantity of food or the ability to access health services). Delegates noted that the number of complaints can be reduced if there are effective processes in place to identify, investigate and respond to systemic issues.

¹⁰ See N Morgan and I Morgan, *Report of the Proceedings of the 28th APCCA*, at www.apcca.org.

2. The Presentations

There were four presentations in this specialist workshop: Australia (New South Wales), India (Delhi), Japan and Korea. The presentations raised some fascinating questions as well as providing insights into the way that each of the jurisdictions approaches the question of resolving complaints. The presentations were followed by a wide-ranging discussion and thematic summaries by the facilitators.

(a) Australia (New South Wales)

Australia has a federal system of government and although there are many similarities, each jurisdiction has a slightly different approach to resolving prisoners' complaints. The presentation by New South Wales (NSW) focused primarily on the 'Corrective Services Support Line' (CSSL), a relatively new initiative.

Traditionally, and as reflected in the title of this specialist workshop, the focus has been on 'complaints' by prisoners. However sometimes prisoners' requests really involve asking for information or advice and are not 'complaints' as such.

Prisoners in NSW have numerous options in terms of complaints and requests. They include the 'Inmate Development Committee' at each prison (a support group run by prisoners); discussions with uniformed officers, welfare officers or the local prison management; official visitors; Ombudsman; Commissioner of Corrections; Minister and agencies which oversee issues such as corruption and health care.

The key features and role of the Corrective Services Support Line (CSSL) are as follows:

- ✧ It is a free service available to all prisoners.
- ✧ The CSSL began as a pilot at four sites in 2003. In light of positive evaluations it became operational across the whole system in 2007.
- ✧ The aim is to *provide a means for receiving, recording and resolving inquiries, requests and complaints.*
- ✧ An 'inquiry' is a 'request for information or advice on how to obtain information, services or assistance.'
- ✧ A 'complaint' is an 'expression of concern, dissatisfaction or frustration with services, policies or procedures'.
- ✧ The CSSL distinguishes between inquiries and complaints. It also classifies the various categories of inquiry and complaint. This allows a better understanding of how many 'real' complaints there are and the ability to better identify systemic issues.
- ✧ The CSSL operates five days per week, from 9am to 3.30pm. Prisoners phone the number (a free call) and must identify themselves.
- ✧ Initial calls are limited to six minutes for sentenced prisoners and 10 minutes for remand prisoners.
- ✧ The role of the CSSL is to facilitate not to resolve matters.
- ✧ Unless there is an emergency or some other good reason, prisoners must have utilized three other avenues before contacting CSSL; the wing officer/case officer; an inmate request form and the Senior Assistant Superintendent.
- ✧ Prisoners are allowed another inmate's assistance if necessary.
- ✧ After listening to the prisoner's call, the CSSL Client Services Officer will (unless this would be inappropriate given the nature of the complaint):

- Summarise the call;
 - Provide a reference number to the prisoner;
 - Email the summary to the relevant person at the prison in question;
 - Request a response within three days; and
 - Analyse the response.
- ✧ At the end of each month reports are generated to give an understanding of the main areas of concern. Complaints and requests most frequently involve the prisoner's placement, personal property, medical services, money, telephone access, access to programs and services and allegations of unfair treatment.
 - ✧ To avoid 'forum shopping' and complaints being lodged with multiple bodies, there are protocols with the Ombudsman and other bodies.

The system has been assessed as bringing significant benefits in terms of (i) resolution of issues; (ii) prisoners' confidence in the system; and (iii) the ability to understand pressure points and service delivery issues within the system.

(b) India (Delhi)

As in Australia, there are a number of similarities and a number of differences in the complaints and grievance systems that operate in different parts of India. This presentation focused on the situation in Delhi.

The key mandates for the Indian prison system are to provide safe and secure custody, opportunities for reform and the basic facilities necessary to maintain human dignity. In line with the writings of Ghandi and others, people go to prison as punishment and not for punishment and a person is not a 'non-person' whilst in prison. The Indian Supreme Court has also ruled that a prisoner is not to be deprived of anything unless this is 'necessitated by the fact of incarceration and the sentence of the court. All other freedoms belong to him.' For all these reasons, fair grievance processes must be established.

Two particular pressures come from overcrowding and from the fact that in Delhi over 80% of prisoners are on remand/ under trial. This creates a tremendous management burden.

Prisoners have a number of avenues for grievances, both internal and external. Several of these are quite similar to systems that operate in other countries but there are also some unique characteristics. Official prison visitors, dignitaries and non-governmental organizations regularly visit prisons. Prisoners sometimes bring civil actions in the courts and in recent years, there have been improvements to video-link facilities so that prisoners have better access to Legal Aid lawyers.

A mobile petition box is taken to each prison every month and any complaints that are lodged that way are then considered by the Petitions Branch, headed by a senior civil servant. If appropriate, he or she will then suggest what action should be taken by the Head of the Prison Service. The National Human Rights Commission also plays a growing role and prisoners have the right to make confidential complaints to them. Two particularly interesting aspects to the Delhi presentation were the 'Participatory Management System' and the role of judges coming into the prison.

The Participatory Management System (*Panchayat*) aims to involve prisoners in the management of the prison. The prisons generally have a number of panchayats, such as a medical panchayat, a legal panchayat, a kitchen panchayat and a counselling panchayat. By developing a participatory management model, it is possible to encourage a more positive prison culture as well as providing another means for grievances to be resolved. This system also generates financial savings for government.

India faces particular problems because so many prisoners are unsentenced. The presentation included some fascinating pictures of the Chief Justice visiting the prison and listening to prisoners' complaints, both during a meeting and in private. In addition to listening to grievances, members of the judiciary also examine living conditions.

(c) Japan

In Japan the number of recorded complaints has increased much faster than the prison population over recent years. However increasing numbers of complaints do not necessarily reflect more problems in the system, the presentation showed that Japan has improved its complaints processes.

There are a number of options open to prisoners who have grievances, including internal and external mechanisms. Generally speaking the prisoner will begin by raising the grievance with the unit/wing officer and then with the warden of the institution. However, if the complaint relates to an alleged physical assault, it should be made to the regional director.

If a prisoner is not satisfied with a warden's decision, he or she can lodge a petition with the regional director. If the prisoner is not satisfied with the regional director he or she can lodge a petition with the Ministry of Justice.

Various protections have been put in place to ensure secrecy. For example the penal institution may not inspect documents such as petitions. Legislation also seeks to ensure that inmates do not face repercussions as a result of making complaints.

A recent development in Japan has been the establishment of Penal Institution Visiting Committees at each prison. These committees are constituted by people who are independent of the prison system and include lawyers, doctors and other professionals. Inmates have access to an 'Opinion Box' for submitting matters to the Penal Institution Visiting Committee. The Committee considers matters that are brought to its attention and can give an opinion to the warden as to how a matter should be dealt with. Once a year the Minister of Justice compiles both the opinions expressed by the committee to the warden of the penal institution and the measures taken by the warden in response to the committee's opinions and publishes a summary report.

(d) Korea

The presentation from Korea outlined a wide range of mechanisms that are open to prisoners. The presenter stated that prisoners had become more and more litigious over recent years. In part this seems to be the result of general political changes and the growing human rights agenda in the country. The presenter painted a picture of a system that has become difficult to manage. It was said that the Korean inmate culture has now become one where inmates are 'happy to bring every complaint to a law suit.'

The internal mechanisms include interviews with the Complaint Resolution Team, an interview with the warden, a petition to the Minister and a petition to the Bureau of Human Rights in the Ministry of Justice.

There are a large number of petitions each year to the Minister (around 2,000 or 4 per 100 inmates) but a low 'acceptance level' (only around 1% of petitions are 'accepted'). The main areas of complaint involve placement and health services. Prisoners use a sealed, confidential correspondence system.

The Bureau of Human Rights within the Ministry was only established in 2006 but already has a high workload, around 600 cases per year. The process is confusing in that it is similar to that which applies to petitions to the Minister. The main difference is that investigations are conducted by staff in the Public Prosecutor's Office to give greater independence. However workload issues have resulted in many matters simply being referred back to Corrections so that people have limited confidence in this system.

The main avenue for external complaints is the national Human Rights Commission (which is quite separate from the Ministry's Human Rights Bureau). As with the other mechanisms, a sealed confidential mailbox system is used. A large number of complaints (around 6,000 or 12 per 100 inmates) are presented annually. The presenter noted that although it is very valuable to have an independent Human Rights Commission, there are some problems. One of these is that the Commission's staff do not have knowledge of corrections practice and practicalities.

Prisoners are also now far more willing to pursue matters through the courts (around 1,000 civil, 300 administrative and 100 civil suits per year). Sometimes they will pursue a court action on similar grounds to the internal and external petition processes. And sometimes they use the courts to challenge decisions made by those other bodies. Indeed it has reached the stage where some prisoners even try to sue the Human Rights Commission if they are dissatisfied with their decision.

In response to these pressures, the Korean Corrections Bureau must now provide legal training to staff and needs to employ lawyers to defend staff in law suits.

3. Review and Summary

The papers and the ensuing discussions provided some fascinating insights. They showed that the most important principles are *prevention; confidence; fairness and efficiency*.

Everyone agreed that 'prevention is better than cure' and that processes should be in place to identify systemic issues not just to respond to individual complaints. Although the language tends to be 'complaints and grievances', the New South Wales experience emphasized the importance of distinguishing complaints from requests, and the categorizing inquiries to better identify systemic issues.

Prisoners must have confidence in the integrity and fairness of the complaints system. As reflected in the presentations, confidentiality, independence and trust are the key to confidence and fairness.

In the interests of efficiency, every effort should be made to resolve issues at the lowest possible level. As the delegate from Tonga noted, the 'Pacific way' is to resolve issues 'from the heart, one to one, on the table'. If it does become necessary to resort to formal complaints processes, they should be simple and accessible and there should be a good quality investigation and response.

Recent years have seen an increase in the number of avenues for prisoners to make complaints. Unfortunately, in Korea, there are so many overlapping avenues that 'fairness to prisoners' may have been achieved at the cost of efficiency. When a number of avenues for complaint exist, it is important for the different agencies to have clear protocols to reduce inefficiency and overlap.

Although there is a concern that some prisoners are 'serial complainants', the delegates also agreed that it is essential to ensure that people who are unlikely to complain (for example, some Aboriginal Australians) do have a means to voice their concerns.

SPECIALIST WORKSHOP THREE

SUCCESS STORIES IN CORRECTIONS, WITH SPECIAL REFERENCE TO TECHNOLOGY, STAFF WELFARE AND COMMUNITY ENGAGEMENT

1. Introduction

APCCA delegates benefit greatly from learning about success stories from other countries and, as a result of shared experiences at the conference, more and more examples of regional collaboration and knowledge sharing have emerged in recent years.

Although the topics that are selected for APCCA are designed to address a cross-section of issues, there is a risk that delegates may not hear about some 'success stories' until sometime after they have been implemented. This specialist workshop discusses success stories in three broad areas:

- ✧ the use of technology;
- ✧ initiatives to enhance staff welfare; and
- ✧ community engagement.

During the conference, presentations were given by delegates from Australian Capital Territory (ACT), India, Indonesia, Malaysia and Singapore.

2. Use of Technology

(a) ACT (Australia)

Over the years the number of intelligence sources has increased substantially and continues to grow. New technology systems provide an important method of integrating intelligence sources. Intelligence sources include:

- ✧ police
- ✧ prison officer's reports
- ✧ assessments
- ✧ prisoner profiles
- ✧ drug reports
- ✧ interstate bulletins
- ✧ searches of cells, mail and prisoners
- ✧ urinalysis results
- ✧ monitoring telephone calls
- ✧ passive alert drug detector dogs
- ✧ scanning searches (for example Ion Scanners, Soter body scanner and Radio Frequency Identification)

The main challenges are to integrate these intelligence sources, to analyse the results and to provide timely and accurate advice and plans to combat security and criminal related activities. Collating data, compiling profiles and analysing incidents can be

very time-consuming when done manually. However, purpose-designed intelligence software systems can complete these tasks in a much shorter time.

The ACT presentation focussed on *iBase*. This intelligence database is used worldwide across criminal justice, national security, military and commercial sectors. It is a sophisticated intelligence software system which stores, compiles and analyses complex intelligence data. As with any software system, *iBase* requires staff to be trained on how the system works, how to input data and create databases and how to search, link and analyse information.

In the ACT, *iBase* has provided the following benefits:-

- ✧ A coordinated and targeted approach to actioning tasks.
- ✧ Identification of connections, patterns and trends in complex data so that intelligence units can provide accurate information at the right time for maximum disruption of criminal activities. In corrections the *iBase* system increases analytical productivity and faster decision making as it enables corrections officers to turn disparate data into meaningful information (for example rather than operating on a reactive basis, they can pre-empt potential issues that may arise in a prison as a result of prisoner behaviour).
- ✧ *iBase* enables the user to create “*entities*” (such as drugs, gangs and prison location) and “*links*” (such as involvements, conflicts and gang members). By developing links users can search for a prisoner and the system will generate all links to that prisoner in a visual chart (such as gang affiliations and escapes). This information is helpful in forecasting potential problems (for example if the visual chart shows that Mr X had previously committed offences with Mr Y, these prisoners will be placed separately).
- ✧ Better liaison and exchange of information. Australian Police have also been using the intelligence software for some time and this has enabled information exchange.
- ✧ Large amounts of data can be easily imported into the database to save time and money (for example information located on an offender management system can be imported directly into *iBase*. It can also receive Soter X-ray body scanner results and images).
- ✧ Information can be entered in a number of ways and is user-friendly.
- ✧ Duplicate record checkers can be queried to ensure data integrity.
- ✧ Although the system costs about AUS\$70,000 to implement, in the long run, it saves time and money.

In conclusion intelligence software systems, such as *iBase*, allow corrective services agencies to maximise their intelligence capabilities. Intelligence software systems are valuable for collecting, collating and analysing information from different intelligence sources and for intercepting problems. When used collaboratively between law enforcement agencies and corrections, this technology has the potential to be expanded and be of greater use in combating crime and reducing recidivism.

(b) Singapore

E-Inmate Management System - PORTS

In 2006, the Singapore Prison Services (SPS) introduced a Prison Operations and Rehabilitation System (PORTS). This is an integrated prison management system that caters to the operational and rehabilitation needs of the inmates. The PORTS records all information regarding each inmate from the time of admission, treatment phase, pre-release and release into the community. The system stores information such as the inmate's bio-data, details of family members, medical records, discipline records and programs attended.

PORTS has the following benefits:-

- ✧ Prison staff are able to get to know inmates better and therefore are able to make better-informed decisions. For example if an inmate requires financial assistance for accommodation upon release, the inmate's personal adviser is able to release the relevant information to external agencies via PORTS. Similarly, if an inmate is transferred to another prison, the staff at that prison are able to follow up on any outstanding matters through PORTS.
- ✧ PORTS is interlinked with the Visit Management System which deals with visit schedules for inmates. This ensures that there are no clashes between visit schedules and other schedules (such as medical appointments).

Prison Link Centres and Visit Management Systems

Family support plays an important role in an inmate's rehabilitation process. Therefore SPS encourages regular prison visits to maintain inmates' relationships with family members and friends. However a number of problems were identified with prison visits:-

- ✧ Most of the prisons are located in the eastern part of Singapore and are not on major transportation routes. Thus families and friends living in other parts of Singapore found it difficult to make regular prison visits.
- ✧ Some families were reluctant to bring young children to the prison as they felt that it was unhealthy to expose them to a prison environment.
- ✧ The existence of a single call centre, which operated only during business hours, created long waiting periods for visitors to make bookings.
- ✧ A lack of integration between the various systems and processes caused delays in confirmation of visit bookings and clashes with other scheduled appointments (for example, medical appointments).
- ✧ It was costly for family and friends who were residing overseas to schedule a visit through the call centre.

In 2008, to resolve the above problems, two Prison Link Centres (PLC) were established with tele-visit facilities, one in central Singapore and the other in the east. At the same time a sophisticated Visit Management System (VMS) was developed to:-

- ✧ Enable all information on visit matters to be collated and managed on a central system which is linked to PORTS to assess the inmates' availability for visits.
- ✧ Introduce video-conferencing technology which links the two PLCs with the prisons.
- ✧ Facilitate visit bookings to be made by family, friends, lawyers and law enforcement officers through the call centre, internet and self-service kiosks.

- ✧ Enable visitors to select their preferred mode of notification (via telephone, email or text messages on mobile telephones) to receive reminders and updates on their bookings.

Community awareness of the new services was promoted through roadshows held at the two PLCs. Since the PLCs and VMS came into operation in October 2008, the average daily visits increased from 160 to 240 in September 2008. Due to their success the SPS is considering establishing more PLCs.

(c) India

Indian corrections have a mandate on the following matters:-

- ✧ Safe and secure custody
- ✧ Reformation and rehabilitation
- ✧ Maintain human dignity

To meet these requirements a number of technological systems are used:-

- ✧ Electronic surveillance of inmates and staff. About 250 digital close circuit television cameras (CCTV) have been installed in nine facilities. All control rooms are connected through intercom and wireless sets for instant communication of any events that may occur.
- ✧ Each prison complex has two access control points to regulate entry and exit. Prohibited articles are detected by using X-ray baggage scanners and hand held metal detectors.
- ✧ Mobile telephone jammers have been installed in seven prisons and plans are underway to install them in more prisons.
- ✧ A Prison Management System stores personal data, photographs and case details of each inmate. Thumb prints of inmates are also stored by using the bio-metric finger identification system to ensure that the right inmate is presented for court appearances and release.
- ✧ A Visitor Management System records visitors including their photographs and personal details. A visitor can make a tele-visit booking at least 10 days in advance. There are three visitation registration centres which facilitate about 2,000 visitors on a daily basis.
- ✧ Video-conferencing facilities have been set up between a number of prisons and District Courts, and some trials have also been conducted by video-conferencing with the Supreme Court. Judicial remands are also conducted via video-conferencing. Overall this has strengthened the prison security system and has reduced demand on human resources, equipment and transportation.

3. Initiatives to Enhance Staff Welfare

(a) Malaysia – E-Training Management System

In Malaysia the Government introduced a Training Policy for Human Resource in the civil service to encourage:-

- ✧ self development,
- ✧ knowledge management,
- ✧ creativity, and
- ✧ innovation and skills enhancement among public service officials, through formal and informal training methods, which are based on competency.

The Malaysian Prison Department recognises that resource management plays an integral role in meeting the governmental policy and in enhancing staff welfare. Therefore it has introduced its Training Policy in the following areas:-

- ✧ Staff development and training (skills and knowledge)
- ✧ Personal development (positive attitude and moral values)
- ✧ Career development (leadership, managerial and supervisory skills)
- ✧ Guideline for annual training plan

To date, the Prison Department has established nine training centres around the country.¹¹ In August 2009, it implemented a new *E-Training Management System* (E-TMS) to ensure that the training process meets the standard and requirements of its prison system.

In essence, the E-TMS is linked into the prison staff member's website and provides an efficient method of:-

- ✧ disseminating information on 12 training modules offered on the annual calendar program and conducted at the various training centres;
- ✧ enabling each prison staff member to choose the types of training course according to their respective designation and to make an online application for approval;
- ✧ implementing a systematic and coordinated process between a system administrator, Training and Inspectorate Division and the Training Centre to process applications for courses and notifying the applicants; and
- ✧ recording each officer's course attendance and assessment. This ensures that each officer attends a minimum of seven days' training per year.

Applications for course approvals are vetted by the prison director or officer in charge and submitted to the Training and Inspectorate Division and Training Centre for consideration. Applications are considered and approved according to the respective selection criteria. Successful applicants are then notified by the Training and Inspectorate Division of the dates and venue of the course. The Training and Inspectorate Division also notifies participants of any postponements of courses. The Training Centre is responsible for maintaining data on staff assessment and preparing certificates. Each course participant is required to evaluate the course content and the performance of the course facilitator.

The E-TMS has a number of benefits:-

- ✧ *Monitoring staff competency* – the director of each prison is able to monitor and record each staff member's course attendance and competency level.
- ✧ *Easy and quick* – nomination and selection process of participants is more efficient.
- ✧ *Annual Report* - the Training and Inspectorate Division maintains a record of the courses conducted each year, those who completed the courses and the categories of officers who attended and did not attend the courses. This provides useful information to assess the training needs of prison staff and to organise the courses for the following year.

¹¹ One training academy is located in Langkawi. When Malaysia hosted APCCA in 2008, the Specialist Workshops were conducted at the academy.

In summary the E-TMS is a valuable software system which electronically streamlines the administrative process of implementing the Malaysian Prison Department's Training Policy, in an efficient and effective manner by:-

- ✧ providing online information of the courses offered during the year to all officers,
- ✧ processing applications in a timely manner,
- ✧ recording attendance and assessments of each participant, and
- ✧ enables courses to be run which meet the needs of its staff.

(b) Singapore

The Singapore Prison Services (SPS) views staff as the most important asset in delivering the organisation's vision and mission. Research has shown that positive employee engagement generates benefits such as greater organisation commitment and lower employee turnover.¹²

To measure staff engagement levels and to enhance staff welfare, the SPS has undertaken the following initiatives:-

- ✧ Organisational Health Surveys are conducted every two years. The surveys revealed that SPS performed better than other public sector agencies in the areas of rewards and staff engagement. In addition SPS won *Best Employers in Singapore Awards* in 2007 and 2009 (externally assessed).
- ✧ A new Staff Well-Being Branch (SWB) was created in 2007. The SWB plans and provides services to support the well-being of staff in four areas - physical, psychological, financial and social. In 2008, an assessment was conducted to evaluate past practices and future directions based on staff profile. The feedback from staff provided invaluable information for SWB to target staff needs, habits and interests.
- ✧ Basic Health Screenings are available for the physical well-being of staff. In addition, staff have access to an in-house gymnasium and equipment to measure their weight, height and blood pressure.
- ✧ The SWB also organises a variety of recreational activities such as archery, netball and kayaking, including coordinated programs for smokers and obese staff.
- ✧ A Mental Resilience Hotline is available to staff to contact in-house psychologists for assistance (for example to cope with stress or bereavement). Staff who are under exceptional psychological distress can access a specialist group of officers.
- ✧ On financial matters, the SWB also organises courses on budgeting and retirement planning which require compulsory staff attendance.

In summary the SPS consistently aims for excellence in its organisational performance. It strives to improve its operations to ensure that the well-being of its staff (physical, mental, social and financial) is maintained so that it can move closer to achieving its vision of becoming an exemplary prison system which meets the needs of its staff as well as its inmates.

¹² *The Key Benefits of employee Engagement*, OPC (UK) Limited. Available at: http://www.opcuk.com/downloads/the_key_benefits_of_employee_engagement.pdf

4. Community Engagement

(a) Singapore – *Yellow Ribbon Project*

The Yellow Ribbon Project (YRP) was launched in 2004 when Singapore hosted APCCA. The idea behind the YRP is that prisoners faced two ‘prisons’, the physical prison and the social and psychological prison. The inspiration of the YRP came from the lyrics of the hit song “*Tie a Yellow Ribbon Round the Ole Oak Tree*” which described the released prisoner’s desire for forgiveness and acceptance from his loved ones. This coincided with the objective of the Singapore Prison Services’ (SPS) of ensuring the successful reintegration of inmates into society as well as community acceptance of ex-inmates.

The goals of the YRP can be summarised as follows:-

- ✧ *Create Awareness* of giving second chances to ex-inmates;
- ✧ *Generate Acceptance* of ex-offenders and their families in the community; and
- ✧ *Inspire community Action* to support the rehabilitation and reintegration of ex-offenders.

Since 2004 six YRP campaigns have been launched with a different theme each year. The theme for 2009 is how ex-offenders can “give back” to society in the midst of global recession by helping the less privileged in the community. A number of activities held each year included the following events:-

- ✧ Yellow Ribbon Concerts (2004, 2006 and 2008)
- ✧ Yellow Ribbon Conference (2004 to 2008)
- ✧ Yellow Ribbon Walk (2005 and 2007)
- ✧ Movie screening of “*One More Chance*” (2005)
- ✧ Yellow Ribbon Fairs (2004 to 2007)
- ✧ Yellow Ribbon Community Art Exhibition (2007 to 2009)
- ✧ Yellow Ribbon Prison Run (2009)

The success of the YRP has been based on contributions by numerous people, organisations and agencies such families, schools, business organisations and government and non-government agencies. As a result:-

- ✧ A Yellow Ribbon Fund was set up in 2004 as a fund-raising and funding vehicle to provide aftercare and rehabilitative services to ex-inmates and their families.
- ✧ A Yellow Ribbon Emergency Fund was set up in 2006 to provide financial assistance to those in crisis need.
- ✧ In 2008 about 2,500 ex-offenders obtained job placements.
- ✧ In May 2006 the *Registration of Criminals Act* was amended to render as spent records for first offenders who were fined less than S\$2,000 and/or imprisoned for less than three months and remained crime-free and drug-free for at least five years.

Since its inception in 2004, the YRP has gained prominence within the community and has helped ex-inmates to successfully reintegrate into the community and reduce the rate of recidivism. The YRP gained international recognition and momentum in 2007 when it was given a *United Nations Grand Award*. Singapore’s YRP received further recognition in 2008 when Fiji implemented its own YRP.

(b) India

In India the community is encouraged to participate in activities conducted within the prison complex. Community participation includes the following activities:-

- ✧ Yoga classes are conducted for both male and female prisoners.
- ✧ Meditation exercises are conducted as part of the daily routine of inmates.
- ✧ Vocational training is delivered to inmates with the assistance of Non-Government Organisations (NGOs) in trades such as hairdressing, plumbing, envelope making, commercial art, carpentry, screen printing, weaving, pottery and candle making.
- ✧ Educational facilities have been established for inmates to undertake basic computer studies conducted by NGOs and formal and informal education. Education for adolescents and female inmates are compulsory.
- ✧ Recreational activities are conducted on a regular basis such as basketball, badminton, cricket and volley ball within the prison complex. However inter-jail sports competitions are organised each year and are attended by prominent sport personalities.
- ✧ Frequent cultural performances by various eminent artists and theatre groups are held within the prison complex.
- ✧ “*Ethnic Tihar*” which is a cultural festival is held on an annual basis.
- ✧ Female prisoners are allowed to care for their children until they reach six years of age. The children are provided with clothes, food, medical care and education by the prison department and a crèche is available for their use. At the age of six years, the children are sent to a boarding school with the assistance of NGOs. To date, about 300 children have participated in this initiative.

In West Bengal there are about 20,000 inmates who are accommodated in correctional homes. Since 2000, the correctional service in West Bengal has been governed by its own legislation. Recent initiatives include the following:-

- ✧ Inmate telephone system
- ✧ Prisoner Welfare Fund
- ✧ Sports club
- ✧ Self Help Groups supported by NGOs
- ✧ Cultural therapy and workshops (such as art, dance and drama) which are held away from the correctional homes.

(c) Indonesia (Merauke Prison)

Indonesia’s presentation focussed on Merauke Prison which is located in a remote part of Papua Island on the east of the West Irian Jaya Province. The island is populated by a number of ethnic and tribal groups.

Merauke Prison has 201 inmates and 105 detainees. About 37% of the prison population have been incarcerated for homicide offences, followed by rape offences (30%), violence and maltreatment offences (23%), drug offences (6%) and corruption (4%). The high rate of homicide is due to duels between tribal groups.

The challenges faced by Merauke Prison are:-

- ✧ High incidence of escapes. In 2005-2006 there were 20 escapees. In 2007-2008 there were 16.
- ✧ Limited human and financial resources.

- ✧ Most of the inmates are primitive and live an isolated existence.

The strengths of Marauke Prison are:-

- ✧ Its hope for the inmates and detainees to have a better life.
- ✧ Motivation from officers.
- ✧ Community support for its inmates and detainees.
- ✧ Coordination and cooperation with the local government of labour and transport, local ministry of youth and sport and local radio.

A number of treatment, rehabilitation and recreational programs are offered to inmates and detainees in collaboration with, and with support from, various community groups. These include gardening and farming, city cleaning, religious activities, forming a prison football team and participating in competitions with local football teams, renovating a cathedral and participating in parades and craft fairs

Despite the lack of resources and remote geographical isolation, Merauke Prison has managed to provide a better environment for its prisoners by involving them in community work in conjunction with community groups and government agencies. Community engagement and vocational training have generated a more positive mental attitude from the prisoners and they are better prepared for reintegration into the community.

CONFERENCE BUSINESS

Introduction

The membership and role of the Governing Board are set out in the 2002 Joint Declaration (see *Appendix N*). The Governing Board met on Sunday 15 November 2009 to discuss a number of matters and to consider recommendations to be taken to the full conference. The meeting of the Governing Board was preceded by a meeting of the APCCA Finance Committee.

APCCA Finance Committee Meeting 15th November 2009

Notes of the Finance Committee Meeting are at *Appendix M*.

The Report on the Administration of the APCCA Fund is at *Appendix G*.

Meeting of the APCCA Governing Board 15th November 2009

Under the Joint Declaration, the Chair of the Governing Board is the conference host. Mr Ian Johnson, Commissioner for Corrective Services in Western Australia, gave a warm welcome to delegates and chaired the meeting.

The following members of the Governing Board were present: Australia, Canada, Malaysia, Vietnam, Hong Kong (China), Singapore, India, Japan, Solomon Islands, Indonesia and Macao (China). The following matters were discussed.

1. APCCA Secretariat Report

Mr Stanley Tang, head of the Singapore delegation, briefed the board on the activities of the APCCA Secretariat since the last conference. Activities have included the production and distribution of newsletters, collation of APCCA statistics and maintenance of the APCCA website.

There were two main developments in 2008-2009:

- ✧ The APCCA Newsletter was improved by having a specific theme. A newsletter on 'Managing Young Offenders' was circulated in July. The theme of the next newsletter will be 'Healthcare in Prisons – Addressing Infectious Diseases.' Secondly, there have been a number of improvements over recent years, including making the website more attractive and more user-friendly.
- ✧ The APCCA website has been updated and revamped.

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

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

2. Report on the Administration of the APCCA Fund

Hong Kong (China) is the Administrator of the APCCA Fund. The head of the Hong Kong (China) delegation, Mr Yau Chi-Chiu, briefed members on APCCA's financial position. The position is healthy. A total of US\$22,000 was received by way of contributions in the year ended 30 September 2009. After expenditure and bank charges, the surplus for 2008-2009 was US\$9,744. The current accumulated surplus is US\$114,967.

Under the terms of the *APCCA Joint Declaration*, the report was audited by the current host (Western Australia) and the previous year's host (Malaysia).

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

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

3. Governing Board Membership

(a) Elected Members

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 then by the 2003 conference as a whole. The process is that elected members step down after four years.

It was noted that the elected members of the Governing Board for 2008-2009 were China (elected 2005) the Solomon Islands (elected 2006), Japan (elected 2007) and India (elected 2008). Under the terms of the *Joint Declaration*, China would therefore step down as a member at the end of the 2009 conference but would be eligible to stand for re-election.

(b) Rotating Members

The Governing Board noted that the rotating members for 2008-2009 were Indonesia, Fiji and Macao (China). The Rapporteur stated that the rotating members for 2009-2010 would be confirmed at the final business session of the conference.

The board resolved to report on the current situation to the conference and to invite members to nominate as an elected member, with an election to be held by ballot (if necessary) during the course of the conference.

4. Hosts for APCCA Conferences

The board noted with gratitude, that the following offers have been made to host future APCCA conferences:

- ✧ 2010: Canada
- ✧ 2011: Japan
- ✧ 2012: Brunei

The Governing Board resolved to report on the current situation to the conference and to invite members to consider hosting the conference at a future date.

5. Confirmation of APCCA Members

The board confirmed that the list of APCCA members was unchanged from 2008 (see *Appendix K*).

6. Appointment of Agenda Committee

As at previous APCCA meetings, an Agenda Committee was appointed to consider topics (based on suggestions made by delegates during the conference) for the 2010 conference. The committee's role is to report back to the final conference business session with its recommendations.

Members of the Governing Board were invited to nominate as members of the Agenda Committee. The following countries nominated: Australia, Canada, Hong Kong (China), India, Japan, Malaysia, Singapore and the Solomon Islands.

7. Other Business

(a) Limit on Registrations

APCCA has expanded greatly in the last few years. Ten years ago it was common for registrations to be around 100 in total. In 2008 in Malaysia, around 240 people attended. In Western Australia the figure is around 180. The APCCA tradition is that delegates do not pay a fee to attend APCCA as the costs of hosting the conference are borne by the host. Delegates traditionally only pay their transport, accommodation and personal costs. However as APCCA has grown, it has become timely to consider the arrangements.

The Governing Board discussed a wide range of issues, including (i) setting possible limits on registrations; and (ii) the possibility of charging a fee to cover costs if the number of delegates exceeds a certain number.

It was recognised that some hosts may be able to cater for very large numbers but Canada indicated that it would need to set an upper limit of around 110-120 in 2010 because of logistical issues (including access to prisons) and tight limits on government expenditure.

Members of the board agreed on the following:

(i) Basic Principles

Ideally there should be no limit on registrations. However a limit may occasionally be necessary.

It is important for the maximum number of countries to be represented at APCCA.

(ii) 2010 (Canada)

Unfortunately for logistical reasons, it will probably be necessary to cap the number of delegates to the 2010 conference in Canada at around 110. However Canada will consider whether it is possible to cater for more than 110.

If it is necessary to limit numbers, Canada may arrange for two rounds of registrations. Delegates will be informed in the registration package of the number of delegates who can register in the 'first round'. They will also be asked to indicate

whether they would like to send more people to the conference. There will then be a second round of registrations if there is spare capacity.

In deciding on the number of delegates from each country, Canada will give priority to:

- ✧ Japan (as the 2011 host);
- ✧ Australia (as the 2009 host);
- ✧ Countries offering facilitators and presenters; and
- ✧ Larger countries.

(iii) 2011 onwards

Hosts should try to avoid imposing any limit on registrations. Although it is acknowledged that there may sometimes need to be limits for logistical reasons, the lower limit is 110.

It is recognised that APPCA can be a costly exercise for the host country. In accordance with APCCA traditions, the hosts will continue to budget to cover the costs of an agreed number of delegates from different countries (a minimum of 110). However, as at the 2009 Conference in Perth, the hosts may charge a fee to cover the costs of registrations that exceed budget.

The question of how best to manage registration numbers will be considered again at the 2010 conference.

(b) APCCA Symbols

The board members discussed whether there should be a limit on the number of APCCA symbols or a process for considering suggestions for new symbols. There are currently four symbols which reflect the strengths and qualities of APCCA:

- ✧ The Fijian war club represents peace, harmony and civilisation.
- ✧ The Indian oil lamp represents enlightenment and learning.
- ✧ The APCCA flag (prepared by Korea) represents APCCA's strength and longevity.
- ✧ The APCCA Song "*Together in Unity*" (prepared by Malaysia) represents unity and harmony.

It was agreed that the current symbols represent all the key values of APCCA. The board therefore resolved to recommend to the conference that there should be no more symbols.

(c) Gifts

It was noted that there is a tradition at APCCA of giving gifts to fellow delegates. Although this is a meaningful and positive tradition, some members of the board noted that quarantine restrictions and baggage weight limits can sometimes prove problematic.

It was agreed that delegates should aim to bring relatively small gifts and that conference hosts would include customs and quarantine information in registration packages.

First Conference Business Session

16th November 2009

Mr Ian Johnson, Commissioner for Corrective Services for Western Australia, chaired the meeting. He warmly welcomed all delegates. The first conference business session then considered the following items.

1. APCCA Secretariat Report

Mr Stanley Tang, head of the Singapore delegation, 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 thanks by the conference.

2. Report of APCCA Fund Administrator

The head of the Hong Kong (China) delegation, Mr Yau Chi-Chiu, 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 by the conference.

3. Governing Board Membership 2009-2010

The Rapporteur, Professor Morgan explained the terms of Clause 14 of the APCCA *Joint Declaration*. He also outlined the confirmed membership of the Governing Board for 2008-2009 according to those provisions.

Professor Morgan explained, as per the deliberations of the Governing Board (see above), that China's term as an elected member had expired. He also noted that China intended to seek re-election. He asked that other countries consider nominating and noted that a ballot would be held if more than one nomination was received.

Professor Morgan requested that any country that wished to nominate for election should contact him before the end of business on Monday 16th November 2009. He informed the conference that the final membership of the 2009-2010 Board, including the rotating members, would be confirmed at the final conference business session.

4. Future Hosts

The conference noted, with gratitude, that the following offers have been made to host future APCCA conferences:

- ✧ 2010: Canada
- ✧ 2011: Japan
- ✧ 2012: Brunei

The Rapporteur invited other members to consider hosting the conference at a future date.

5. Confirmation of APCCA Members

The conference confirmed that the list of APCCA members was unchanged from 2008 (see *Appendix K*).

6. Appointment of Agenda Committee

The Rapporteur explained that Australia, Canada, Hong Kong (China), India, Japan, Malaysia, Singapore and the Solomon Islands had nominated as members of the Agenda Committee to consider topics for the 2010 conference.

The conference approved the appointment of Australia, Canada, Hong Kong (China), India, Japan, Malaysia, Singapore and Solomon Islands as the Agenda Committee.

Professor Morgan requested delegates to pass any suggested topics to the Rapporteurs or the secretariat by noon on Wednesday 18th November for consideration by the committee.

7. Limit on Registrations

Professor Morgan outlined the discussions and reasoning of the Governing Board (see above).

There was a discussion of the issues and a number of points of view were expressed. It was noted that although Canada may need to place some limits on registrations in 2010, it was generally desirable to have the maximum possible attendance.

Professor Morgan stated that he would continue to discuss the matter with Canada during the conference and would then summarise the position for 2010 during the second conference business session (see below).

Professor Morgan also stated that it was timely for delegates to discuss the best future arrangements for the conference at the 2010 conference.

8. Other business

(a) APCCA Symbols

Professor Morgan outlined the discussions and reasoning of the Governing Board (see above).

It was agreed that the current symbols represent all the key values of APCCA and that there should be no more symbols.

(b) Gifts

As per the deliberations of the board (see above), it was agreed that delegates should aim to bring relatively small gifts and that conference hosts would include customs and quarantine information in registration packages.

Second Conference Business Session

19th November 2009

1. Governing Board Membership 2009-2010

For information

Under section 15 of the APCCA Joint Declaration ('JD'), the Governing Board holds office 'from the conclusion of the annual conference at which its composition is confirmed until the conclusion of the next annual conference'. Membership is determined by section 14 of the JD. The board generally meets once a year on the Sunday before the conference formally starts.

Membership for 2009-2010 is:

- ✧ 2010 host (Chair): *Canada*
- ✧ 3 immediate past hosts: *Australia, Malaysia, Vietnam*
- ✧ 2011 host: *Japan*
- ✧ APCCA Secretariat: *Hong Kong (China), Singapore*
- ✧ 4 elected members: *Solomon Islands, Japan, India, China*
- ✧ 3 rotating members (APCCA members chosen in reverse alphabetical order who attended the 2009 conference): *Cambodia, Brunei, Tonga*.

2. Production of the 2009 Conference Report

For information

Professor Morgan stated that the Rapporteurs would aim to complete the draft conference report around 2-3 weeks after the conclusion of the conference. The draft report would then be circulated for comment.

The draft report will include instructions on providing any suggested changes, including a deadline in January 2010 for suggesting changes. The report will be then finalised.

The final report, the official conference record, will be distributed as soon as possible in 2010.

3. Future Conference Registrations

For clarification and any further discussion following the discussions at the Governing Board and the First Business Session (above)

(a) 2010 (Canada)

Professor Morgan confirmed that unfortunately for logistical reasons, it will probably be necessary to cap the number of delegates to the 2010 conference in Canada at around 110. However Canada will consider whether it is possible to cater for more than 110.

If it is necessary to limit numbers, Canada may arrange for two rounds of registrations. Delegates will be informed in the registration package of the number of delegates who can register in the 'first round'. They will also be asked to indicate whether they would like to send more people to the conference. There will then be a second round of registrations if there is spare capacity.

In deciding on the number of delegates from each country, priority will be given to:

- ✧ Japan (as the 2011 host);
- ✧ Australia (as the 2009 host);
- ✧ Those countries offering facilitators and presenters; and
- ✧ The larger countries.

(b) 2011 onwards

Hosts should try to avoid imposing any limit on registrations. Although it is acknowledged that there may sometimes need to be limits for logistical reasons, the lower limit is 110.

It is recognised that APPCA can be a costly exercise for the host country. In accordance with APCCA traditions, the hosts will continue to budget to cover the costs of an agreed number of delegates from different countries (a minimum of 110). However as at the 2009 conference in Perth, the hosts may charge a fee to cover the costs of registrations that exceed budget.

The question of how best to manage registration numbers will be considered again at the 2010 conference.

4. The 2010 Program: Report of the Agenda Committee

The Agenda Committee for the 2010 Conference (Australia, Canada, India, Hong Kong (China), Japan, Malaysia Singapore, Solomon Islands) met on 19th November 2009. The following issues were discussed.

(a) Agenda Items and Specialist Workshops

Until around 2003 APCCA just had four 'agenda items'. The 'specialist workshops' were introduced as a way to broaden APCCA's scope. To begin with the 'specialist workshops' were smaller than the agenda items. However the only significant difference between agenda items and specialist workshops now, is that there is no process of reporting back to a plenary session for the workshops.

The Rapporteur asked the committee to consider whether the distinction between agenda items and specialist workshops should be retained.

The committee resolved to recommend to the conference that:

- ✧ *There should no longer be a distinction between agenda items and specialist workshops;*
- ✧ *All sessions should now be called 'agenda items';*
- ✧ *There should be a process of 'reporting back' to the full conference on all the agenda items.*

(b) Agenda Item One

Agenda Item One has been the same for around 10 years. The Rapporteur asked the committee to discuss whether Agenda Item One should be retained, abolished or modified. There were a number of different views.

The Committee recommended to the Conference that:

- ✧ *Written papers should continue to reflect 'contemporary themes' to ensure continuity in the APCCA database and full awareness of regional issues;*

- ✧ *The written papers should focus less on statistics in the written papers (as the statistics are provided separately to the Secretariat) and more on key issues;*
- ✧ ***The conference presentations should discuss only one or two major challenges or success stories (including identifying areas for possible regional collaboration).***

(d) Other Agenda Items

✧ **APCCA Policy**

It is APCCA policy that annual conference topics must:

- Meet the interests of delegates across the region;
- Address a range of issues (including secure and safe custody, staff issues, rehabilitation and re-integration and community based alternatives); and
- Vary from year to year.

✧ **Suggested topics for 2010**

Canada as the 2010 hosts, suggested a number of potential themes: managing high risk offenders; prisoners with mental health issues; measuring the performance of prisons; best practice in community corrections; accountability of staff and prisoners; treatment programs for prisoners.

33 specific suggestions were received from delegates. The Rapporteur analysed these suggestions and proposed a number of key themes to the committee. These and other possible topics were discussed in detail by the committee.

The committee recommended the following agenda items for the 2010 conference:

AGENDA ITEM	TOPIC
Agenda Item 1	Contemporary issues in corrections
Agenda Item 2	Assessing the performance of corrections (through internal and external mechanisms)
Agenda Item 3	Staff wellbeing and professional development
Agenda Item 4	Managing prisoners with mental health issues and reducing risks of suicide and self harm
Agenda Item 5	What works in community corrections?
Agenda Item 6	Assessment and classification to facilitate safe custody and rehabilitation in prison and the community (with special reference to high risk offenders)
Agenda Item 7	Improving public awareness and support for corrections

The conference adopted all the Agenda Committee's recommendations.

It was also agreed that:

- ✧ *Agenda Item 1* will be presented in a plenary session on the Monday.
- ✧ *Agenda Items 2-7* will be presented in breakout groups on the Tuesday and Wednesday. There will be a report back to plenary sessions on all of these topics.

(d) Discussion Guide

It was agreed that having a detailed *Discussion Guide* is very helpful to presenters as it ensures that there is a structure and sharp focus to discussions. The Rapporteurs will therefore continue to produce the *Discussion Guide* in the same format.

(e) Presenters and facilitators

In order to ensure input from across the whole region, the committee strongly encourages all those attending APCCA to present papers on at least some of Agenda Items 2-7 as well as Agenda Item 1. Professor Morgan also encouraged delegates to volunteer as facilitators.

(f) Other presentations

It was agreed that specialists, such as researchers, may sometimes be able to offer valuable insights on agenda items or other contemporary issues. For example the 2009 conference included:-

- ✧ A presentation by Thailand on proposed standard minimum rules for women prisoners;
- ✧ A UNODC presentation on Agenda Item 2;
- ✧ A presentation on the Optional Protocol to the Convention against Torture; and
- ✧ A presentation on the NSW Commissioner's International Brush Farm Scholarship.

Another possibility is for 'poster presentations'. The Rapporteurs will work with Canada (and as appropriate the Secretariat) to consider how best to incorporate presentations of this sort into the 2010 conference.

6. Other Business

Hong Kong (China), Japan, Malaysia and the Solomon Islands formally thanked the Commissioner of Corrective Services for Western Australia, Mr Ian Johnson and also the Rapporteurs Professor Neil Morgan and Ms Irene Morgan. They commented that the conference had been extremely successful in terms of the sharing of knowledge and experience during the agenda items and specialist workshops. They thanked the hosts for their openness in allowing delegates to visit Karnet and Boronia prisons and spoke highly of the role of APCCA in bringing together regional expertise and in allowing delegates to forge new relationships and to renew existing friendships. They paid special thanks to the liaison officers and other staff for their professionalism, efficiency, friendliness and warmth during the conference.

CLOSING CEREMONY

The closing ceremony was held in the Grand Ballroom at the Hyatt Regency Perth. Mr Ian Johnson, Commissioner for Corrective Services, Western Australia delivered a closing address.

Address by Mr Ian Johnson, Commissioner for Corrective Services

I'd like to acknowledge Professor Neil Morgan and Mrs Irene Morgan, Datuk Wira Haji Zulkifli Omar, Director General of the Malaysian Prison Department and host of the 28th APCCA conference. Please also pass on our best wishes to Datuk Mustafa bin Osmanon on his retirement and thank him for hosting us last year. Could I acknowledge Ms Anne Kelly, Deputy Commissioner, Pacific Region of the Correctional Service of Canada, our host for next year, heads of delegations, distinguished guests, colleagues, ladies and gentlemen.

Just reflecting I think we've had a tremendous week. I'd like to think we've all made a very positive difference in what we've done. The friendships and partnerships formed here this week will continue on and will benefit each other throughout 2009 and 2010 until we meet again in Canada.

What made this a great week was the people involved, it certainly wasn't the weather in Perth, at one stage I already thought we were in Vancouver with the rain and the cold weather. The contribution made by all countries during the past week is very much appreciated. The quality of the presentations was first class and certainly from a personal perspective there are so many little gems that you pick up during these presentations that you will then follow up in more detail that will benefit Western Australia and I hope benefits many countries that have attended here.

I've said quite often that working in corrections is not just another job; to me it's an honourable vocation. I certainly have great pride in the work that my staff undertake and we certainly take great pride in the fact that we have hosted our colleagues from around the Asia Pacific and it's something we'll remember for a very long time with very much affection.

I think the challenge for us is not to wait another 12 months until we see each other again. During the week I've been approached by several colleagues inviting me and others to attend their respective jurisdictions in the spirit of cooperation and teamwork to see what each other's doing and how we can assist each other to really benefit corrections throughout the region. I think that's a really positive invitation.

There's always challenges that we face that seem to be absolutely overwhelming and never ending but what I admire about our occupation and the people in this room is their resilience and dedication that shines through no matter what the challenges and the attitude that you never give up and you keep persevering.

I again want to thank you all for your support for this conference, for the support not only to me but to each other, for the positive difference you make each and every day to your communities, to your countries, the offenders in your care and to your staff.

On a serious note I'd like to acknowledge Commissioner Lee from South Korea, yesterday there was an unfortunate mistake made in relation to the flag for South Korea while at the Karnet Prison. I'd like to offer my sincere apologies but also to thank Mr Lee for the gracious manner in which he dealt with that issue and certainly no offence was meant by Western Australia and I appreciate Mr Lee's forgiveness.

On a lighter note we had some amusing times. At Karnet for instance, when the first group arrived yesterday a bull got loose and was running around the prison. Of all the things you plan for at an APCCA conference, a bull running around the prison when the delegates arrive is just not one of them. Again it made me smile and I thought well this is Western Australia and we do things differently here. Initially I was a bit worried, I thought how am I going to explain that the delegates are not going back home because they've been gored by a bull running around a prison, but fortunately it didn't happen.

Another little highlight for me was when I saw the wombat at Caversham Wildlife Park, I've never been that close to a wombat before and it certainly looked fairly content sitting back in that chair. I thought it's a pity Neil that we signed off the APCCA symbols as the wombat would have made a great symbol from Western Australia and I would have loved to have seen Canada try and carry it on the stage for the 2010 conference. The wind and the rain - I showed you a DVD last year that portrayed Perth Western Australia as this fabulous place with great weather, blue skies, blue water and for two or three days this week we've had rain and strong winds. I guarantee next week the weather will be perfect.

I think my friends and colleagues who have hosted this conference in the past are acutely aware that this is a very significant undertaking and cannot be achieved without a special team of dedicated people and before I leave I'd just like to acknowledge those special people. I thank all of the heads of delegations for your ongoing support and contribution. Can I thank all of those who presented at the various workshops, Agenda Item 1 and facilitated. I thank Emma and the team from EECW who have assisted us throughout this process and in putting the conference together. I also thank the Hyatt and their staff for looking after us so well during the past week.

My thanks go to the teams at Karnet and Boronia, running a prison is a difficult enough challenge, having a large number of delegates come through is a significant undertaking and I'd also like to thank them for their professionalism and their patience. Thanks to the offenders who have also taken part, we've had the ladies on Sunday night doing the waitressing, we had them singing in the opening ceremony, we've had prisoners that made the various gifts that have been distributed, the women at Boronia preparing and serving the food at lunch time and very much about assisting at this conference and helping us to put this together.

The transport officers and transport coordinator, the people who have picked you up at the airport and will take you back there again, have done a great job. The ESG who have marched on the symbols and will march them off again today, I'd like to acknowledge them. A great thanks to my staff and two staff members from the Australian Capital Territory with the red shirts, the liaison officers who have looked after you so well this week. I think they've done a tremendous effort in keeping with

the theme of making a positive difference and hopefully making this a positive difference for all of the delegates and making it smoother.

Can I also thank Neil and Irene for your ongoing support to APCCA, you play an essential part in ensuring this is a success each year and it really is going from strength to strength.

Lastly I'd like to thank our partners who took part in the programs here, I think all of us have had days when we go home feeling pretty grumpy after a bad day at work. So for partners who are present today, and those that are not, this is a special recognition of them and of course to my wife Karen. Thank you Karen for looking out for the other delegates partners during the past week.

In closing I have some special thanks and the first one is in relation to Louise, the lady with the bell, the conference manager. Louise works very closely with my office and has done an outstanding job and has been very closely involved, particularly in the last couple of months in relation to this conference and has given it her heart and soul. Louise I'd just like to give you a small gift to say I appreciate your efforts – thank you very much.

The other person I'd like to call on stage and she's probably not ready for this but she's probably getting an inkling that she's coming up and that's Michelle Tilbrook. I just want to tell you a little bit about Michelle, she came over to Malaysia with me last year, she took copious amounts of notes, the Malaysian delegation assisted us greatly during that process, and she has worked on this for 18 months and led the team all year. She's done everything with a smile, she's a tremendous person and when you talk about making a positive difference she's made an absolute positive difference. You've thanked me for putting this conference together but please thank Michelle because she's really been the driving force behind it. So thank you Michelle. This year we've had the correctional administrators from Australia and New Zealand here, we've had the Minister's conference, we've had the Probation Officers Conference and we've had APCCA. Michelle has been involved in all of those and now she's getting married in February next year, so as soon as this was finished today she now starts the planning for the wedding, I would imagine it's going to be a sensational wedding just with the expertise you have.

Finally can I just say thanks to Anne Kelly. Anne and I first met last year in Malaysia, as a result we formed a very strong friendship, which I think is the benefit of this type of conference that you meet people that you never would have had the opportunity to meet and that you're able to form these friendships. Over the coming months we pledge to give to you our full support and cooperation in putting together the 30th APCCA and we'll certainly do the same for Japan. On behalf of all of my staff and colleagues I'd like to wish you all safe travel and I very much look forward to seeing you again next year in Canada. Keep up the great work and the positive difference that you all make. Thank you.

Following the closing address by Mr Johnson, the Rapporteurs were invited to deliver a closing address.

Closing Speech by Ms Irene Morgan (Rapporteur)

Ms Irene Morgan delivered the following speech:-

Good afternoon ladies and gentlemen.

In making these closing remarks on behalf of Neil and myself, let me first acknowledge that the conference has been held on Noongar land. We have all seen the Swan River every day and it has played a pivotal role in Aboriginal culture and spirituality for thousands of years.

The conference theme has been "*Making a Positive Difference*". In their summary presentation on Agenda Item 4, on "*Developing and implementing parole systems and community based sentences*", Mr Mark Ng from Hong Kong and Mr Nordin Muhamad from Malaysia ingeniously stated that in "*Making a Positive Difference*", we can also "*Make our Differences Positive*". I am sure that all delegates will agree that during the conference week, we have drawn on our differences in positive ways and have gathered new knowledge to make a positive difference in our work.

Neil and I would like to commend the very high quality and focussed presentations and greater discussions during all the sessions. We have seen a genuine sharing of ideas and openness during both the agenda items and the workshops. These have been complemented by our visits to Karnet Prison Farm and Boronia Pre-release Centre for Women and by meeting so many staff from the Department of Corrective Services. We have also enjoyed generous hospitality, meaningful and beautiful singing from the Boronia Women's Choir and some wonderful sightseeing.

So, let me thank all those involved in making the 29th APCCA such a great success. First, Commissioner Ian Johnson, I would like to pay special tribute to your skill in devising and managing this conference, for your warm hospitality and for the way you have chaired the conference. I am sure that delegates will join in showing their appreciation.

But as we know, the success of events such as this depends on the support of staff. The conference has been superbly served by a large number of people including the conference staff, liaison officers, facilitators and presenters. All the delegates will have different people to thank, but Neil and I would like to thank in particular Ms Michelle Tilbrook, Ms Louise Rowe and Mr Trevor Collins in organising this conference and all the liaison officers who have made sure that no one got lost during the week. Let's thank them now for their excellent professional support.

This conference has been attended by 23 jurisdictions and we have confirmed hosts for 2010 to 2012 by Canada, Japan and Brunei. These are excellent signs for APCCA's future but we also encourage other countries to consider hosting future conferences.

Much of APCCA's strength lies in the fact that it is a gathering which is small enough for delegates to make new friends and to renew friendships each year. In some ways, it is akin to an extended family than a conference.

However people must also move on. We heard this week that Mr Peter Ng, the Director of the Singapore Prison Services, will commence his new role as the Commissioner of Police in Singapore in January 2010. Peter has provided strong support through the APCCA Secretariat and we wish him all the best in his new appointment.

We have fond memories of this conference to take home tomorrow. We can now look forward to next year's conference in Canada and I know that delegates are looking forward to visiting Canada.

So once again, thank you Mr Johnson and the Department of Corrective Services of Western Australia for hosting this very successful conference.

Following the closing remarks by Mrs Irene Morgan, Mrs Anne Kelly, Deputy Commissioner Pacific Region, Canada was invited to make a speech as host of APCCA in 2010.

Speech by Ms Anne Kelly, Canada, future host of APCCA

I would like to take this opportunity to express my heartfelt thanks to Commissioner Ian Johnson and his wife Karen for their warm welcome to Western Australia.

I would also like to acknowledge the outstanding work of Michelle and Louise and all members of the organizing committee for making this event a success. Thank you as well to the liaison officers who have done a wonderful job of looking after the delegates.

This conference has provided an extraordinary forum to facilitate a fruitful exchange of information and development of professional practice in corrections and public safety. I would like to especially recognize the work of Professor Neil Morgan and his wife Irene for their continued contribution to APCCA.

I am very pleased to be here on behalf of the Commissioner of the Correctional Service of Canada today to officially invite you to take part in the 2010 Asian and Pacific Conference of Correctional Administrators that will be held in Vancouver, Canada, from October 3rd to October 8th. We are very happy to be the host of this important gathering and look forward to seeing you in Canada.

At this time, I would like to say a few words about Canada and introduce next year's conference theme before showing you a promotional video.

The name "Canada" originates from the First Nations and means "Village" or "land".

Canada is the second largest country in the world after Russia, and occupies most of northern North America, extending from the Atlantic Ocean in the east to the Pacific Ocean in the west and northward into the Arctic Ocean. Canada crosses six time zones and an eight hour flight is required to travel from one end of the country to the other.

Canada is comprised of ten provinces and three territories. It is a bilingual and multicultural country, with English and French as its official languages. Canada has a population of 33 million and is comprised of many ethnic groups. It has the highest per capita immigration rate in the world.

The 2010 APCCA will take place in the City of Vancouver in the Province of British Columbia, the westernmost Canadian province. Vancouver is a coastal city and major seaport. It is named after Captain George Vancouver, a British explorer.

The City of Vancouver itself has a population of over 615,000. If you include the metropolitan area, it exceeds 2.3 million people. Vancouver is the largest metropolitan area in Western Canada and the third largest in the country. Vancouver is ethnically diverse, with 52% of city residents having a first language other than English or French.

Vancouver has been called a "city of neighborhoods", each with a distinct character and ethnic mix. It ranks as one of the most livable cities in the world and has done so for more than a decade. Vancouver is a destination for many international conferences and events and will be host to the 2010 Winter Olympics and the 2010 Winter Paralympics next February.

The theme for the 2010 APCCA conference, "Changing Lives, Protecting Communities", was introduced as was the logo.

Ms Kelly concluded her presentation with a promotional video of Vancouver.

Commissioner Ian Johnson thanked the previous host of APCCA, Malaysia, with the presentation of a gift to Datuk Zulkifli Omar from the Malaysian Prisons Department. Mr Johnson presented a gift and formally thanked Professor Neil Morgan and Mrs Irene Morgan as the Rapporteurs of the conference.

Mr Ian Johnson, host of the 2009 APCCA, formally handed over the APCCA symbols to Ms Anne Kelly from Canada.

The APCCA song '*Togetherness in Unity*' was played and the APCCA symbols were then escorted out of conference venue by members of the Emergency Support Group (ESG).

Appendix A
List of Participants
Rapporteurs

Professor Neil Morgan

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APCCA 2009
29th Asian and Pacific Conference
of Correctional Administrators

APCCA 2009 List of Participants

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<p>Brunei Darussalam</p>	<p>Mr Haji Abdul Manan Deputy Director of Prisons Prison Department, Ministry of Home Affairs Jalan Jerudung BG 3122 Brunei Darussalam</p>
<p>Brunei Darussalam</p>	<p>Mr Eng Hua Poh Head of Director Secretariat Prison Department, Ministry of Home Affairs Jalan Jerudung BG 3122 Brunei Darussalam</p>
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Indonesia	Mr Purwo Ardoko Consultant Directorate General of Corrections Jl. Veteran No.11 Center Jakarta Jakarta, 10110, Indonesia
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Macau	Rua DE S.Francisco Xavier S/N Coloane, Macau Ms. Ieng Ieng Fan Social Worker of Social Assistance, Education & Training Division Macao Prison Rua De S. Francisco Xavier S/N Coloane, Macau

Macau	Miss Tin Ka (Ciara) Ho Legal Affairs Bureau Avenida do Ouvidor Arriaga No. 70A Edf. Fortune Tower 1 Andar Esquerdo, S/N Coloane, Macau
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Republic of Korea	Legal Research & Training Institute Ministry of Justice, Gwacheon Gyeonggido, Republic of Korea, 427-720 Ms Hee-jung Lee Deputy Director Korea Correctional Service
Republic of Korea	Ministry of Justice, Gwacheon Gyeonggido, Republic of Korea, 427-720 Mr Kyoung-woo Shin Director Korea Correctional Service Ministry of Justice, Gwacheon
Singapore	Gyeonggido, Republic of Korea, 427-720 Mr Stanley Tang Director, Operations Singapore Prison Service 407 Upper Changai Road North, 20km (within Prison HQ Complex) 507658 Singapore
Singapore	Mr Dominic Fernandez OC Research & Planning Singapore Prison Service 407 Upper Changai Road North, 20km (within Prison HQ Complex) 507 658, Singapore
Singapore	Mr Wahab Hussein Senior Assistant Director, Staff Wellbeing
Singapore	Singapore Prison Service 407 Upper Changai Road North, 20km (within Prison HQ Complex) 507658, Singapore Mr Jason Ng Assistant Director (Employment & Assistance) Singapore Corporation of Rehabilitative Enterprises (SCORE)
	1 Selarang Park Road

Singapore	Selang Park CSC, 508167, Singapore Mrs Joanne Ong Assistant Director (HR) Singapore Corporation of Rehabilitative Enterprises
Singapore	407 Upper Changi Road North, 20km (within Prison HQ Complex) 507658, Singapore Dr Su Ching Teng Director Latticeworks Pty Ltd C/- Singapore Prison Service Prison Headquarters, 407 Upper Chang Road North 507658, Singapore
Singapore	Mr Louis Woo Staff Officer, Program Management Singapore Prison Service 407 Upper Changi Road North, 20km (within Prison HQ Complex) 507658, Singapore
Solomon Islands	Mr Francis Haisoma Commissioner Correctional Service SI
Solomon Islands	P.O.Box G36, Honiara, Solomon Islands Mrs Leah Alufo'oa Deputy Director, Human Resources Correctional Service of Solomon Islands P.O.Box G36, Honiara, Solomon Islands
Solomon Islands	Mr Douglas Mamaka Staff Officer To Commissioner
Solomon Islands	Correctional Service of Solomon Islands P.O.Box G36, Honiara, Solomon Islands Mr Patrick Sale Director Finance/Administration Correctional Service of Solomon Islands P.O.Box G36, Honiara, Solomon Islands

Solomon Islands	Ms Emily Teaitala Under Secretary Ministry of Police, National Security and Correctional Services PO Box G1723, Honiara, Solomon Islands
Sri Lanka	Mr Nishan Chandrajith Dhanasinghe Commissioner of Prisons
Sri Lanka	Department of Prisons, Sri Lanka Prisons Headquarters 150, Baseline Road Colombo09, Sri Lanka Dr Ravindra S. Mudalige Chief Medical Officer Department of Prisons, Sri Lanka Prisons Headquarters 150, Baseline Road Colombo09, Sri Lanka
Sri Lanka	Mr Lakshman Silva Commissioner of Prisons (Operations) Department of Prisons, Sri Lanka Prisons Headquarters 150, Baseline Road Colombo09, Sri Lanka
Thailand	Mr Chartchai Suthiklom Director General Department of Corrections, Thailand 222 Nonthaburi 1 Road Nonthaburi, Thailand, 11000
Thailand	Miss Pattariya Choatpatsumol Penologist
Thailand	Department of Corrections, Thailand 222 Nonthaburi 1 Road Nonthaburi, Thailand, 11000 Mr Somphop Rujjanavet Director of Parole Section Department of Corrections, Thailand 222 Nonthaburi 1 Road Nonthaburi, Thailand, 11000

Thailand	Dr Boonmee Wiboonjak Doctor Medical Correctional Institution 33/2 Ngarm Wongwan Road Ladyao Jatujak, Thailand, 10900
Tonga	Mr Limoni Pau Teisina Acting Superintendent of Prisons
Tonga	Tonga Prison Department PO Box 828 Nukualola, Vaini, Tonga 00676 Mr Taufa Kalavite Cadet Officer Prisons Department (Tonga) PO Box 828 Nukualola, Vaini, Tonga 00676
Vanuatu	Mr Mark Bekonan Director Department of Corrective Services PO Box 3082 Port Vila, Republic of Vanuatu
Vietnam	Mr Chan Pham Duc Director General Department of Prison Management 17/175 Dunh cong-Hoang mai, Hà Nội, Vietnam
Vietnam	Mr Mai Phuc Anh Director of Dong Son Prison Department of Prison Management Ministry of Public Security 17/175 Dunh cong-Hoang mai, Hà Nội, Vietnam
Vietnam	Mr Do Van Bich Head of Inspection Division Department of Prison Management Ministry of Public Security 17/175 Dunh cong-Hoang mai, Hà Nội, Vietnam
Vietnam	Mr Ha Thanh Do Director of Yen Ha Prison

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Vietnam	<p>Department of Prison Management Ministry of Public Security 17/175 Duhng cong-Hoang mai, Hà Nội, Vietnam</p> <p>Mr Ha Minh Khai</p>
Vietnam	<p>Deputy Director Department of Prison Management Ministry of Public Security 17/175 Duhng cong-Hoang mai, Hà Nội, Vietnam</p> <p>Mr Bui Van Minh Deputy Head of Personnel Staff Division</p>
Vietnam	<p>Department of Prison Management Ministry of Public Security 17/175 Duhng cong-Hoang mai, Hà Nội, Vietnam</p> <p>Mr Nguyen Ba San Director of Ngoe Thy Prison Department of Prison Management</p>
Vietnam	<p>Ministry of Public Security 17/175 Duhng cong-Hoang mai, Hà Nội, Vietnam</p> <p>Mr Nguyen Van Thong Head Or Sentence Execution Division Department of Prison Management</p>
Vietnam	<p>Ministry of Public Security 17/175 Duhng cong-Hoang mai, Hà Nội, Vietnam</p> <p>Mrs Dao Thi Vinh Assistant Director Department of Prison Management Ministry of Public Security</p>
	<p>17/175 Duhng cong-Hoang mai, Hà Nội, Vietnam</p>

COUNTRY'S NOT ATTENDING APCCA 2009

Laos	Director Of Prisons Ministry of the Interior Vientiane Lao People's Democratic Republic
Myanmar	Mr U Zaw Win Director General Prison Department Prisons Department Headquarters Yangon, Myanmar
Papua New Guinea	Mr Richard Charles Sikani, DCS, OBE Commissioner Correctional Service CS Headquarters, p o Box 6889, Boroko, NCD, Papua New Guinea
Philippines	Mr Oscar Calderon Director Bureau of Corrections Muntinlupa City, Philippines
Tuvalu	Mr Motulu Jack Pedro Superintendent of Prisons Tuvalu Police and Prisons Police Headquarters Vaiaku Funafuti, Tuvalu

LIST OF OBSERVERS

<p>Association for the Prevention of Torture</p> <p>Independent Member of Treaty Body</p>	<p>Ms Audrey Olivier OPCAT Coordinator Association for the Prevention of Torture 10 Route De Ferney Geneva, Switzerland 1202</p> <p>Dr Silvia Casale CPT, APT Member & Ex Chairperson SPT Independent Member of Treaty Body</p>
<p>Office of Justice Affairs, Ministry of Justice</p>	<p>10 Route De Ferney Geneva, Switzerland 1202</p> <p>Mr Vitaya Suriyawong Director-General Office of Justice Affairs, Ministry of Justice 9th Floor Government Complex B, Lak si BANGKOK, THAILAND 10210</p>
<p>Office of Justice Affairs, Ministry of Justice</p> <p>Office of Justice Affairs, Ministry of Justice</p>	<p>Mr Wisit Wisitsora-At Deputy Permanent Secretary, Ministry of Justice Office of Justice Affairs, Ministry of Justice 9th Floor Government Complex B, Lak si BANGKOK, THAILAND 10210</p> <p>Ms Nuntarath Tepdolchai Justice Affair Officer (Senior Specialist) Office of Justice Affairs, Ministry of Justice</p>
<p>Office of Justice Affairs, Ministry of Justice</p>	<p>9th Floor Government Complex B, Lak si BANGKOK, THAILAND 10210</p> <p>Mr Vongthep Arthakaivavatee Justice Affair Officer (Specialist) Office of Justice Affairs, Ministry of Justice 9th Floor Government Complex B, Lak si BANGKOK, THAILAND 10210</p>

<p>Office of Justice Affairs, Ministry of Justice</p> <p>Office of Justice Affairs, Ministry of Justice</p>	<p>Ms Chontit Chuenurah Justice Affair Officer Office of Justice Affairs, Ministry of Justice 9th Floor Government Complex B, Lak si BANGKOK, THAILAND 10210</p> <p>Ms Suphanee Yaiyam Justice Affair Officer Office of Justice Affairs, Ministry of Justice 9th Floor Government Complex B, Lak si BANGKOK, THAILAND 10210</p>
<p>The University of Western Australia</p>	<p>Professor Richard Harding Consultant The University of Western Australia PO Box 9039, Nicholson Road SUBIACO WA 6008</p>
<p>UNAFEI</p> <p>UNAFEI</p>	<p>Mr Junichi Watanabe Professor United Nations Asia & Far East Institute (UNAFEI) 1-26 Harumi-Cho Fuchu, Tokyo 183-0057, Japan</p> <p>Mr Kazuyuki Nagata</p>
	<p>Officer United Nations Asia & Far East Institute (UNAFEI) 1-26 Harumi-Cho Fuchu, Tokyo 183-0057, Japan</p>

Appendix B

Correctional Statistics for Asia and Pacific: 2009

Trend of Imprisonment Rate in Asia and the Pacific (1996-2009)

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Bangladesh														
India	24.3	24.8	25.2			30.9	26.5	36.7	32.2	46.0	34.9	55.3	58.4	32.3
Indonesia	23.1	21.3	24.0	26.0	25.4									58.9
Nepal														
Philippines	27.0	28.5	30.3	28.0		30.9	31.9	35.0		38.1	36.7			38.6
Pakistan								28.8						

Imprisonment Rate

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Cambodia	28.3	27.2	29.1	36.0	45.9	51.5	49.0	52.9	56.5	67.4	73.3	83.7	83.7	93.6
Japan	37.7	39.6	40.3	41.0	44.3	48.3	52.8	54.6	57.8	61.9	63.6	40.9	28.8	39
Solomon Islands	40.9	38.7	25.5	31.0					54.0					
Tuvalu					66.7						50.0			
Vanuatu							48.0	46.5		69.0	60.5	56.2		77.6
Vietnam	58.9		70.5	70.5						107.7	118.6	109.5		125.5

Imprisonment Rate

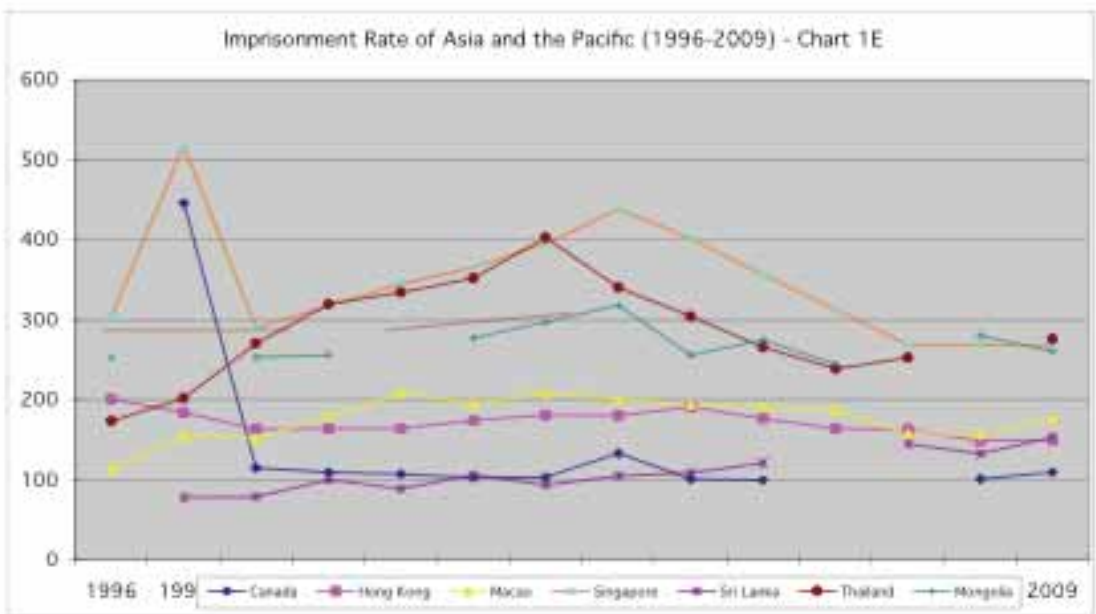
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Australia	93.4	95.1	99.9	108.8	108.9	111.2	111	116.1	123.1	119.4	119.7	128.4	125.6	130.4
Brunei Darussalam	114.6		96.9	88.0	98.4	119.3	136.7	146.2	137.6	137.5	145.9	128.8	116.2	104.1
China	106.7	115.2	120.0	112.0	109.8	112.8	116.7	121.3	122.3	119.7				123.9
Kiribati					73.1	74.1	75.7	78.1	95.9	87.6	90.8	100.5	90.3	77.8
Papua New Guinea				94.8			86.7	67.0					72.6	
Tonga											91.1	74.8	103.9	166.7
Union of Myanmar							110.0	111.9	116.0			129.9	129.6	119.9

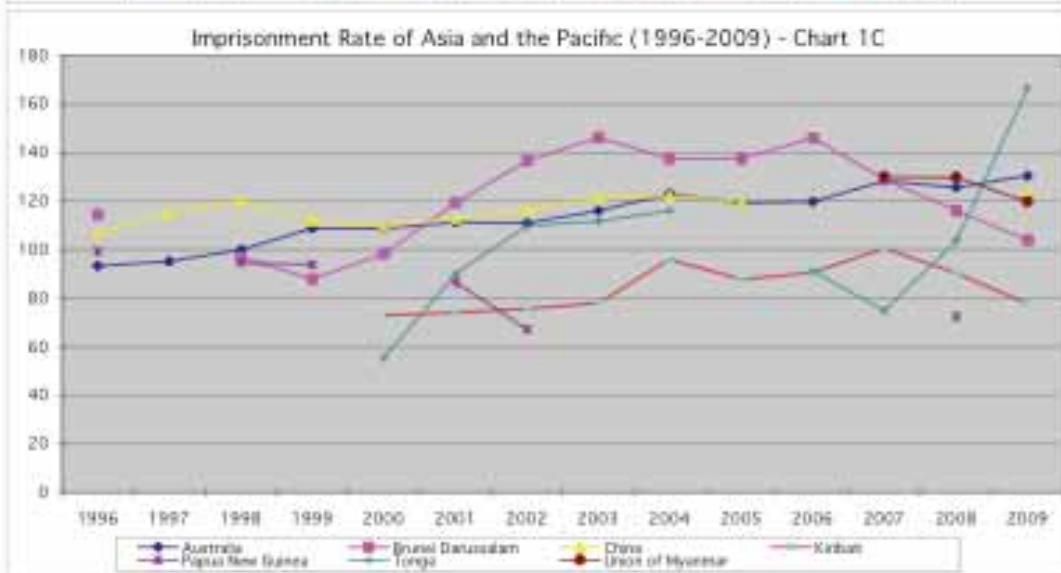
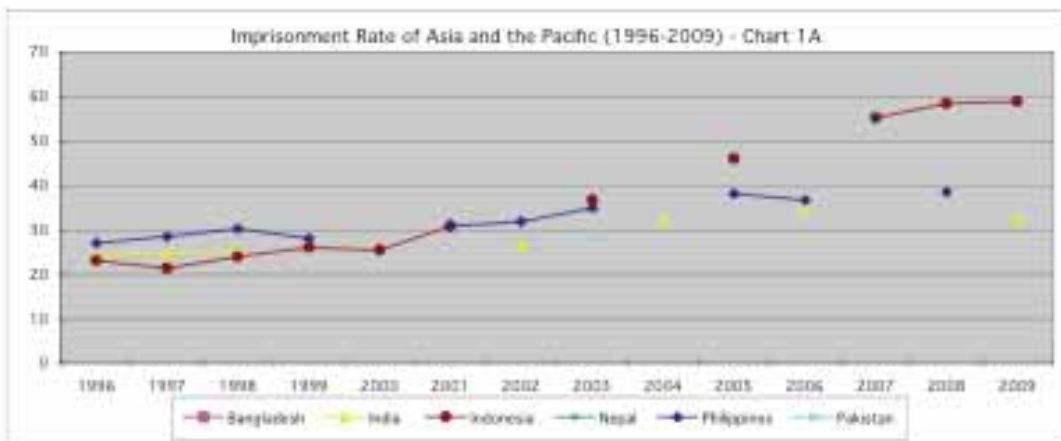
Imprisonment Rate

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Cook Islands					153.3	165	117.6	90.4						
Fiji	130.4	141.1	117.5	152.0	152.5	142.2	115.7	126.7	139.7	130.9	149.5		109.8	105.1
Korea	138.7	120.3	152.9	147.0	135.3	131.5	128.9	122.5	119.4	114.8	100.2	95.9	96.9	101.3
Malaysia	108.2	108.4	120.5	123.0	104.0	124.1	125.2	158.5	173.7	137.1	162.4	185.1	145.2	139.8
New Zealand	129.6	143.1	146.3	152.0	148.1	154.7	149.3	155.3	167.5	171.6	183.8		184.7	192.5
Samoa														

Imprisonment Rate

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Canada	446.0	446.0	446.0	446.0	446.0	446.0	446.0	446.0	446.0	446.0	446.0	446.0	446.0	446.0
Hong Kong	201.1	184.4	163.2	164.0	164.0	173.8	181.2	180.1	191.3	176.5	163.8	162.5	148.5	149.3
Macao	114.3	154.7	152.0	180.0	207.7	195.7	208.3	200.7	194.4	192.1	186.8	158.2	156.3	176.6
Singapore	304.2	517.3	289.8	317.0	344.8	366.0	394.8	438.4	402.3	356.7	312.8	269.1	267.5	267.5
Sri Lanka		77.8	78.4	100.0	88.7	106.0	93.3	105.1	108.9	121.3	144.5	144.5	132.4	153
Thailand	173.1	201.6	270.0	320.0	334.1	351.8	402.6	340.5	304.3	265.8	238.4	253.0		275.6
Mongolia	252.9		253.5	256.0		277.3	297.1	318.0	255.6	275.0	244.2		280.4	260.3





Correctional Statistics for Asia and the Pacific 2009

Trend of Remand Rate (1996 - 2009)

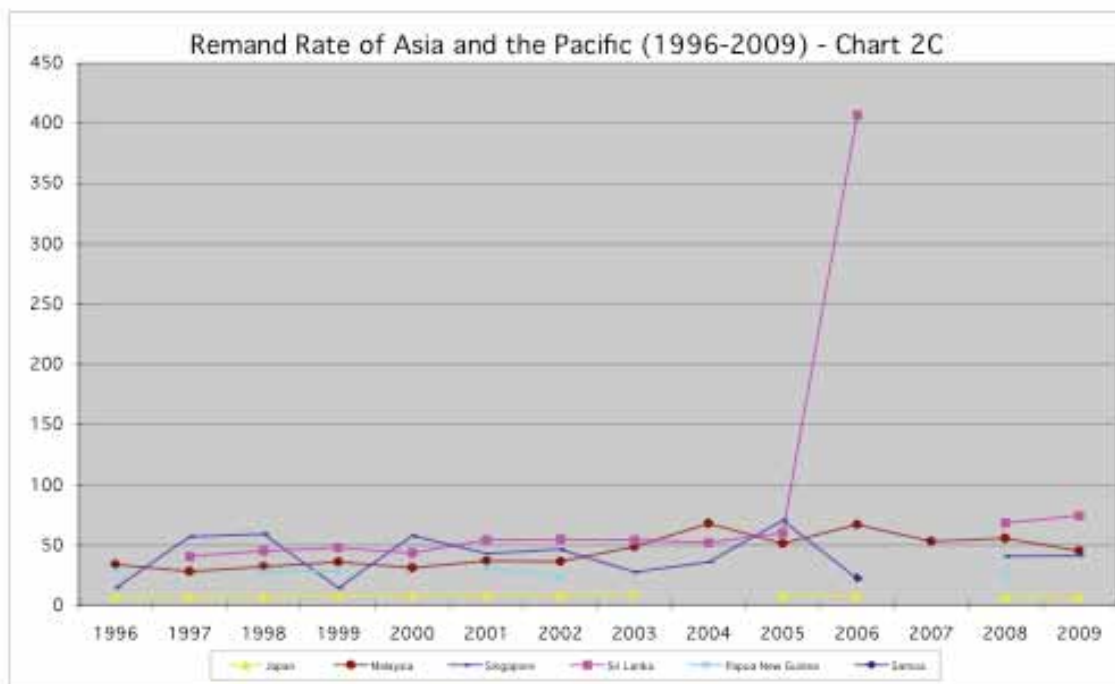
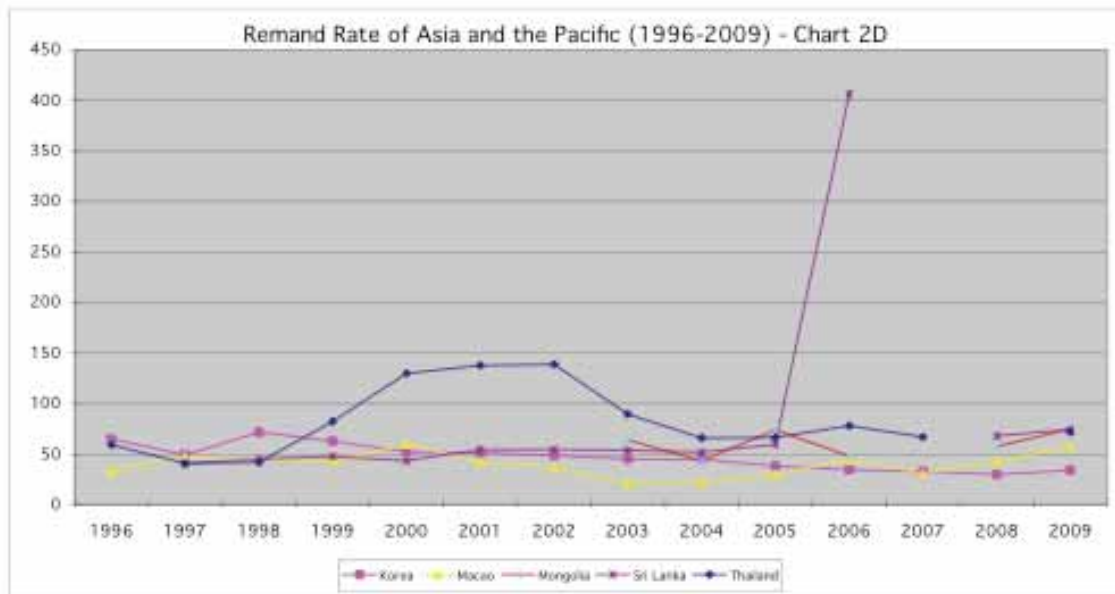
Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Australia	12.8	13.8	14.8	16.9	19.8	22.3	22.2	24.5	25.7	26.3	26.1	29.9	30.1	30.5
Cambodia	10.1	9.1	10.5	13.0	16.4	15.9	17.0	16.1	17.7	20.1	26.5	26.5	22.7	29.8
Canada	19.9	18.6	18.1	14.3	21.4	21.9	19.0	20.3	21.6	21.1	18.2	20.6	20.3	39.9
Hong Kong	17.5	18.2	18.4	20.3	20.3	18.7	19.0	20.3	21.1	21.1	23.1	21.1	20.3	22.7
India	13.9	16.3	18.0	18.8	19.6	23.3	24.8	24.8	31.4	31.4	37.1	31.4	41.5	21.5
New Zealand														42.5

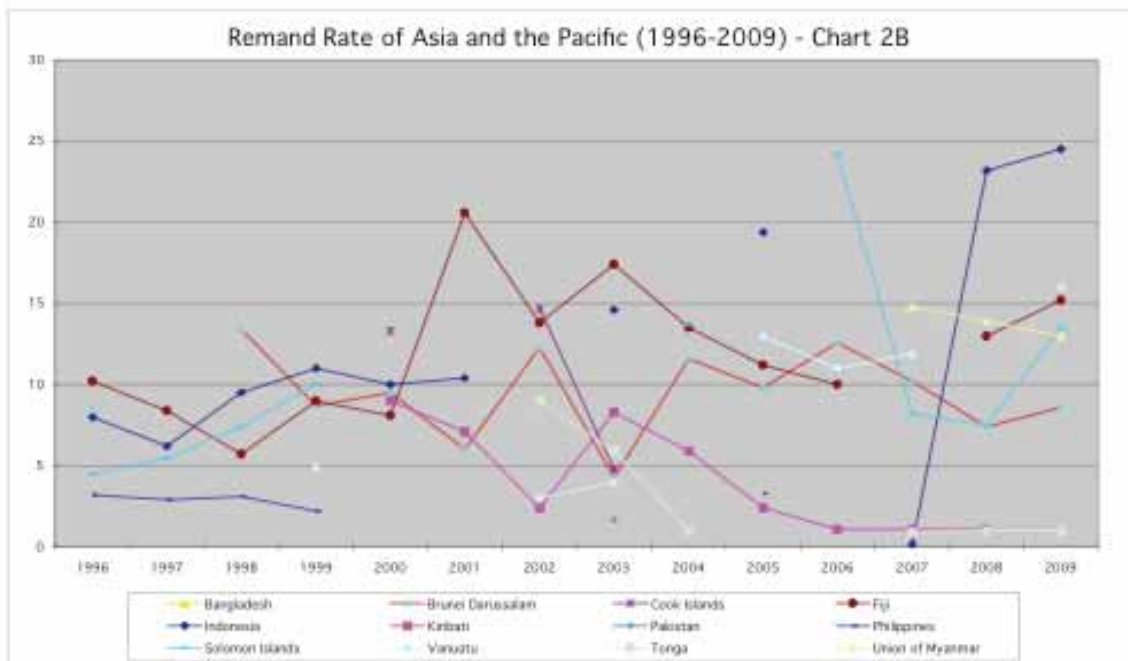
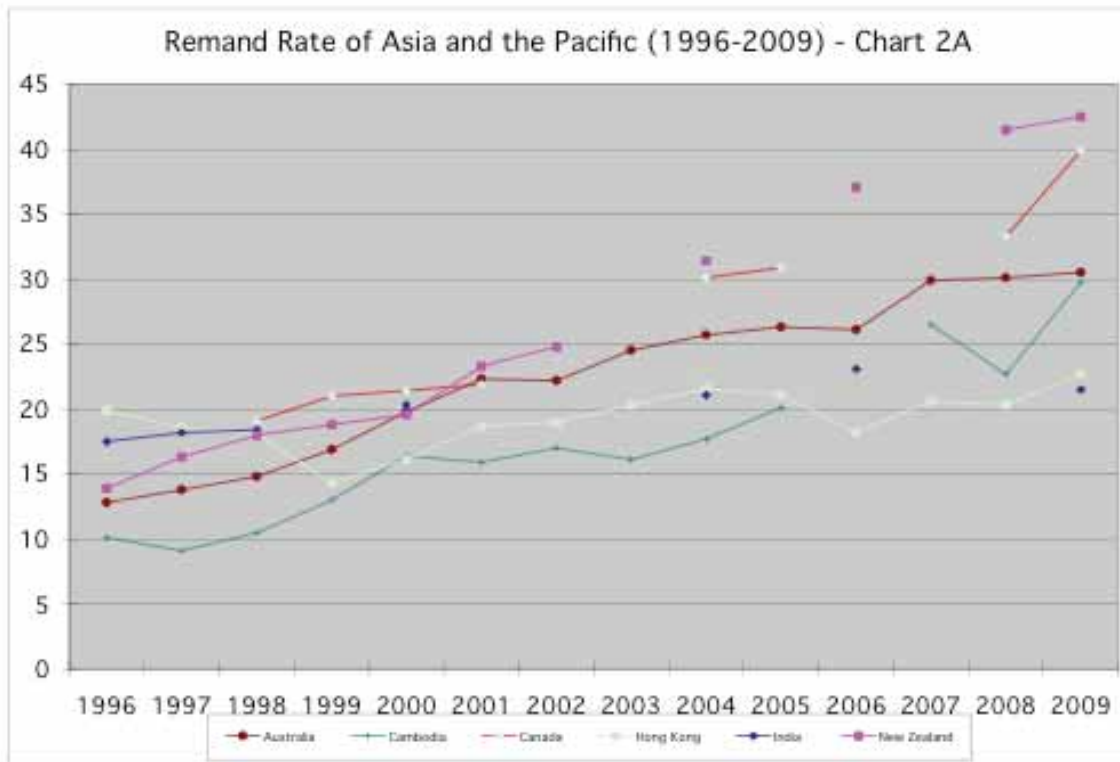
Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Bangladesh														
Brunei Darussalam	8.6		13.4	8.7	9.5	6.0	12.3	4.3	11.6	9.8	12.6	10.2	7.4	8.6
Cook Islands					13.3		14.7	4.8						
Fiji	10.2	8.4	5.7	9.0	8.1	20.6	13.8	17.4	13.5	11.2	10.0	0.2	13	15.2
Indonesia	8.0	6.2	9.5	11.0	10.0	10.4	14.6	14.6	19.4	19.4	1.1	1.1	23.2	24.5
Kiribati					9.0	7.1	2.4	8.3	5.9	2.4	1.1	1.1	1.1	
Pakistan	3.2	2.9	3.1	2.2				1.7		3.3				
Philippines	4.5	5.5	7.4	10.0					13.7		24.2	8.2	7.5	13.5
Solomon Islands							3.0	4.0	13.0	13.0	11.0	11.9	1	16
Vanuatu				4.9			9.0	5.9	1.0			0.9	1	1
Tonga														
Union of Myanmar												14.8	13.9	13

Trend of Remand Rate (1996 - 2007)

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Japan	6.8	7.1	7.1	7.3	8.3	8.7	9.3	9.5	8.3	8.3	7.6	6.8	6.8	6.4
Malaysia	33.5	28.1	31.8	35.9	31.0	36.7	36.5	48.6	68.0	51.4	66.8	53.1	55.8	45.1
Singapore	14.3	56.7	58.9	14.6	57.8	43.0	46.5	27.7	35.8	70.3	21.7	40.6	40.6	41.3
Sri Lanka		40.8	44.9	47.5	43.3	54.3	54.7	54.2	51.9	59.8	406.7	68.2	68.2	74.5
Papua New Guinea	28.8					31.4	23.6						24.1	
Samoa											22.6			

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Korea	64.7	49.1	71.6	62.8	52.5	51.2	48.7	45.3	45.0	38.0	34.6	32.8	29.9	34.1
Macao	32.8	48.4	43.6	43.2	59.9	42.3	36.2	21.6	21.6	29.7	44.7	31.2	42.9	57.5
Mongolia								63.7	43.6	74.1	48.4	57.7	57.7	75
Sri Lanka	59.0	40.8	44.9	47.5	43.3	54.3	54.7	54.2	51.9	59.8	406.7	68.2	68.2	74.5
Thailand		40.8	41.8	82.2	129.9	137.9	138.8	89.7	66.1	66.5	77.8	67.0		72

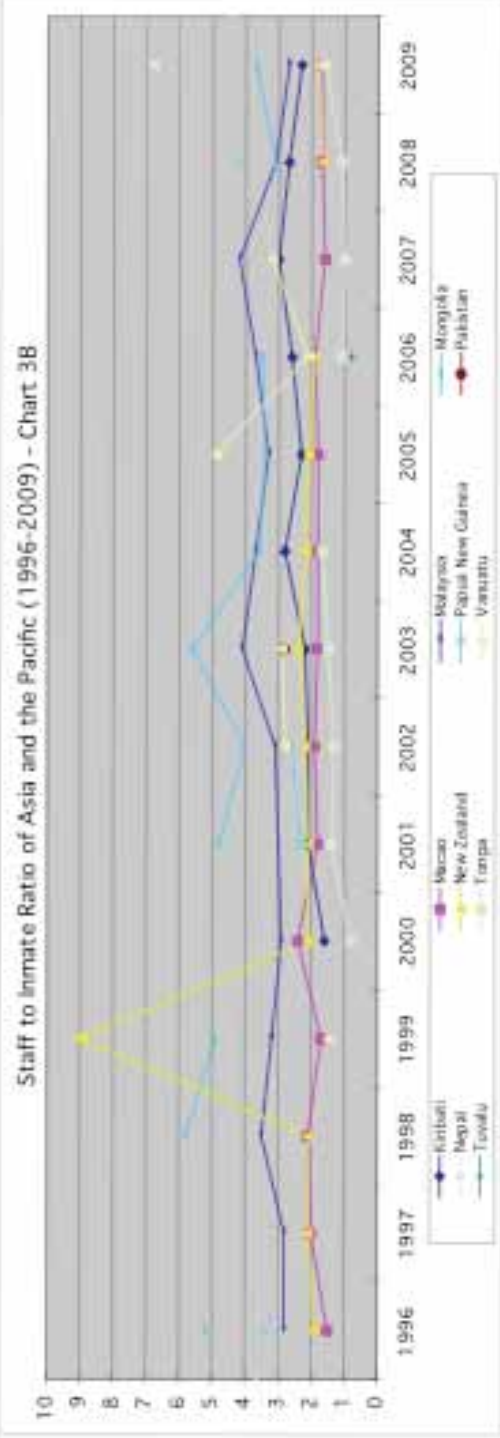
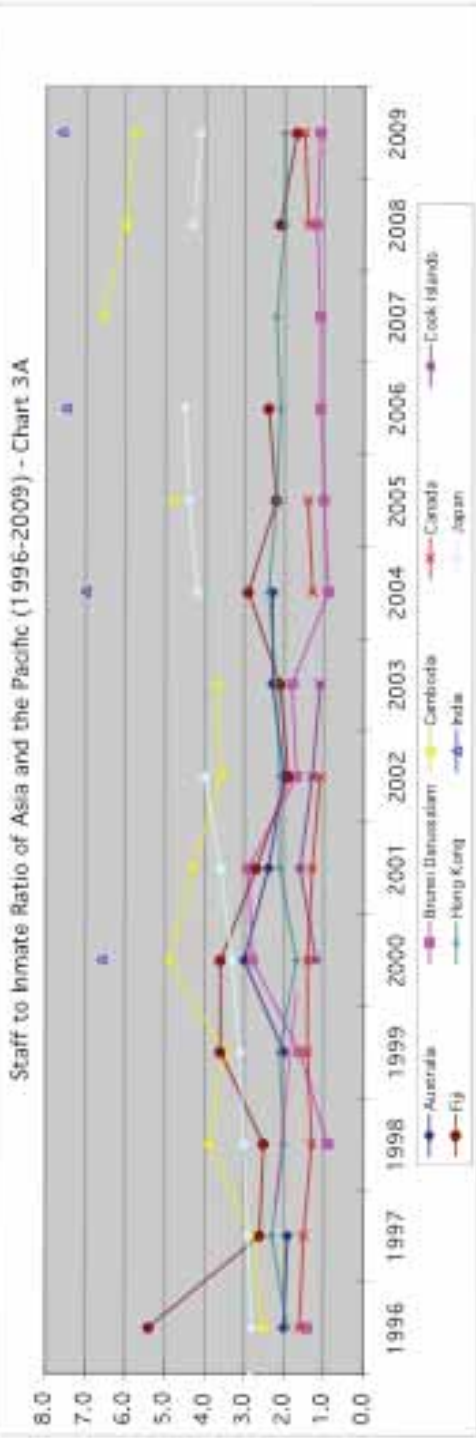


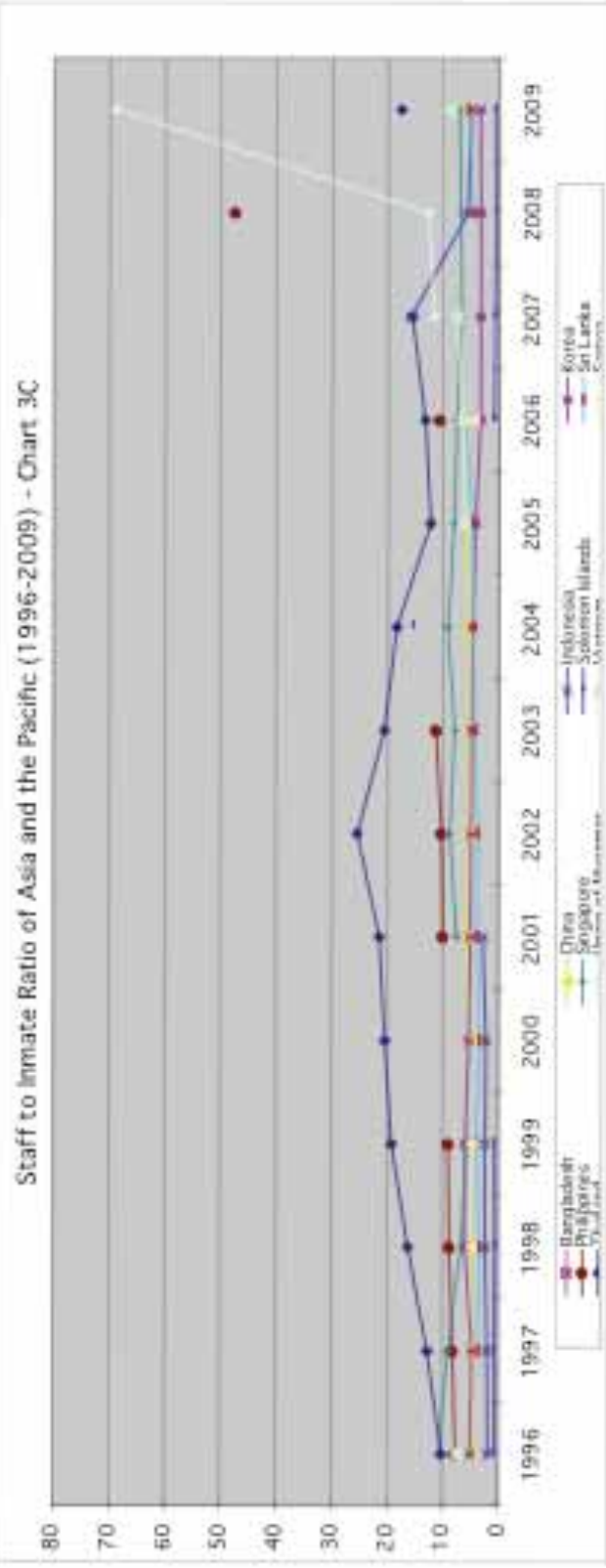


APCCA 2009

Staff vs Inmate Ratio

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Australia	2.0	1.9	2.0	2.0	3.0	2.4	2.0	2.3	2.3					
Brunei Darussalam	1.4	0.9	0.9	1.6	2.8	2.9	1.7	1.8	0.9	1.0	1.1	1.1	1.2	1.1
Cambodia	2.5	2.8	3.9	3.5	4.9	4.3	3.6	3.7		4.8	6.6	6.6	6	5.8
Canada	1.6	1.5	1.3	1.4	1.4	1.3	1.1		1.3	1.4			1.4	1.5
Cook Islands					1.2	1.6	1.3	1.1						
Fiji	5.4	2.6	2.5	3.6	3.6	2.7	1.9	2.1	2.9	2.2	2.4	2.2	2.1	1.7
Hong Kong	1.9	2.3	2.0	2.1	1.7	2.1	2.1	2.2	2.4	2.2	2.1	2.2	2	2
India					6.6				7.0		7.5			7.6
Japan	2.8	2.9	3.0	3.1	3.3	3.6	4.0	4.2	4.2	4.4	4.5		4.3	4.1
Kiribati	1.5	2.0	2.1	1.7	1.6	2.1	2.1	2.2	2.8	2.3	2.6	3.0	2.7	2.3
Macao	2.8	2.8	3.5	3.2	2.9	3.0	3.1	4.1	3.7	3.3	3.7	4.2	3.1	2.7
Malaysia						4.8	4.0	5.6	3.6	3.4	3.5		3.1	3.7
Mongolia	5.2		5.8	4.9										
Nepal														
New Zealand	1.9	2.1	2.1	9.0	2.1	2.1	2.2	2.4	2.2	2.1	1.9		1.7	1.8
Papua New Guinea	3.4					2.3	2.6						4.2	
Pakistan								2.8						
Tuvalu											0.8			
Tonga				1.5	0.8	1.4	1.3	1.5	1.7	4.9	1.1	1.0	1.1	1.6
Vanuatu							2.8	2.9			2.1	3.2		6.8
Bangladesh														
China	4.7	5.0	5.1		5.0	5.7	5.3	5.4	5.5	5.9				5.8
Indonesia	1.8	2.0	2.3	2.4	2.2	2.8		4.5				15.9	5.7	5.1
Korea	5.1	4.7	6.0	5.9	5.3	5.1	5.0	4.8	4.7	4.2	3.4	3.4	3.4	3.5
Philippines	7.7	8.2	8.8	9.0		10.0	10.3	11.3			10.6		47.4	
Singapore	10.7	9.0	6.7	5.7	7.5	7.5	8.8	7.9	9.2	8.0	7.5	6.7	6.9	7.2
Solomon Islands	0.8	0.7	0.6	0.8					15.3		0.9	0.7	0.6	0.7
Sri Lanka		3.6	3.3	4.0	3.3	3.8	3.7	4.3	4.6	4.8	6.0		4.6	5.6
Thailand	10.2	12.7	16.2	19.2	20.4	21.4	25.4	20.5	18.3	12.3	13.3	15.6	12.7	17.6
Union of Myanmar												11.7	12.7	68.7
Vietnam													7.4	8.7
Samoa			4.9	4.9						6.2	6.5	7.4		





Appendix C

Conference Program 2009

Day 1 - Sunday 15 November 2009	
1200 – 1800	Registration Desk Open
1430 – 1500	Finance Committee Meeting
1500 – 1600	Governing Board Meeting
1600 – 1700	Facilitators Meeting
1800 – 2000	Welcome Reception – Poolside, Hyatt Regency Perth

Day 2 – Monday 16 November 2009	
0800 - 0900	Registration Desk Open
0900 – 1000	Opening Ceremony
1000 - 1015	Official group photo
1015 – 1045	Morning Tea & Exhibition
1045 – 1115	Business Session 1
1115 – 1220	Agenda 1 – National Report of Contemporary Issues in Corrections
1220 – 1310	Lunch & Exhibition
1315 – 1515	Agenda Item 1 - continued
1515 – 1535	Afternoon Tea & Exhibition
1535 – 1700	Agenda Item 1 – continued
1815 – 2230	Welcome Dinner – University Club of WA

Day 3 – Tuesday 17 November 2009

Concurrent Breakout Group Sessions

0900 – 1030	Agenda Item 2 Providing Efficient & Effective Health Services for Prisoners including Harm Reduction Strategies	Agenda Item 3 Prisoner Employment as a Mechanism to Promote Good Order in Prisons and to Reduce Recidivism	Agenda Item 4 Developing and Implementing Parole Systems & Community Based Sentences
1030 – 1055	Morning Tea		
1100 – 1200	Breakout Group Sessions - continued		
1200 – 1300	Lunch		
1300 – 1400	Exhibition		
1400 – 1515	Plenary Session/ Summaries for Agenda Item 1 – 4		
1515 – 1640	Specialist Presentation Sessions <ul style="list-style-type: none"> • Development of Draft United Nations Rules for Women Prisoners • Optional Protocol to the UN Convention Against Torture • Commissioner's Brush Farm International Scholarship and other Professional Development Opportunities 		

Day 4 – Wednesday 18 November 2009

Concurrent Specialist Workshop

0900 – 1015	Specialist Workshop 1 Engaging with other criminal justice system agencies (including police, judges & policy makers) to achieve a consistency of goals	Specialist Workshop 2 Fairness & efficiency in handling prisoner complaints	Specialist Workshop 3 Success stories in corrections with special reference to technology, staff welfare & community engagement
1015 – 1045	Morning Tea		
1045 – 1200	Specialist Workshops - continued		
1230 – 1700	Swan Valley Tourism Visit <ul style="list-style-type: none"> • Lunch at Jane Brook Estate • Caversham Wildlife Park • Margaret River Chocolate Factory 		

Day 5 – Thursday 19 November 2009

0900 – 1630	Prison Visits <ul style="list-style-type: none">• Karnet Prison Farm• Boronia Pre-release Centre for Women
1900 – 2330	Farewell Dinner – Grand Ballroom, Hyatt Regency Perth

Day 6 – Friday 20 November 2009

0800 – 1615	Fremantle Tourism Visit <ul style="list-style-type: none">• Fremantle Prison Tour• Fremantle Markets
1215 – 1315	Lunch – Esplanade Hotel
1430 – 1500	Business Session 2
1500 – 1600	Closing Ceremony
1900 – 2330	Farewell Dinner – Grand Ballroom, Hyatt Regency Perth

Appendix D

ASIAN AND PACIFIC CONFERENCE OF CORRECTIONAL ADMINISTRATORS

2009

Australia

DISCUSSION GUIDE

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Part One: Discussion Guide for Agenda Items 1 - 4

Part Two: Discussion Guide for Workshops 1 - 3

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PART ONE

DISCUSSION GUIDE FOR AGENDA ITEMS

This Discussion Guide identifies some of the issues that may be discussed in relation to each Agenda Item and provides a list of suggested questions. Delegates at recent conferences have found this approach helpful in the preparation of papers and we request that you follow the suggested format as closely as possible, especially with respect to Agenda Item One.

All delegations should provide a paper on Agenda Item One but not all of the other agenda items will be equally relevant to everybody. For this reason, you may decide to provide discussion papers only on selected topics from Agenda Items Two to Four. However we do ask that you provide discussion papers on as many agenda items as possible.

PLEASE NOTE

For planning purposes, it would be very helpful if you could provide, at the front of each agenda item paper, a brief summary of the paper (which may be in point form).

AGENDA ITEM ONE

NATIONAL REPORTS ON CONTEMPORARY ISSUES IN CORRECTIONS

Introduction

1. Preparing Written Papers

This agenda item provides an important part of the knowledge base of APCCA. The written papers consider major trends and issues in each jurisdiction, especially over the past twelve months. Over the years these national reports have revealed a wide range of issues that reflect not only different traditions with respect to corrections, but also the cultural, historical, economic and political diversity of the region. Nevertheless, correctional administrators face many common themes.

We ask that your written papers consider the following questions insofar as they are relevant. This will allow the conference to develop a good cross-jurisdictional and long-term understanding of trends and contemporary issues.

2. Preparing Conference Presentations

The conference presentations are limited to eight minutes' duration for each country because of the number of delegations.

Given this timeframe delegates should consider focusing on one or two key issues rather than attempting to summarize their full written papers. For example the presentation may just highlight the most pressing challenges or some key recent developments, such as major legislative or policy changes.

Framework for Discussion Paper

1. Catering for External Factors

Correctional systems are invariably affected by the general socio-economic and political climate. The 2008-2009 global economic crisis has affected all countries and some delegates at the 2008 APCCA in Malaysia were concerned at the likely impact of this economic crisis on prisoner numbers and on resources for correctional services.

Political upheavals, terrorist threats and natural disasters (such as the Indonesian earthquake and the ensuing Tsunami in December 2004, floods in China and Indonesia in 2005 and a Tsunami in the Solomon Islands in 2007) can also present serious problems.

Do you face any particular issues as a result of recent economic conditions, political crises or other external factors?

2. The Legislative and Policy Framework of Corrections

Many papers at recent conferences have emphasized the need for good modern prison legislation and have commented on the fact that legislation often seems rather outdated. Papers have also noted the growing regional influence of human rights standards and the role of human rights organizations and other external accountability agencies in examining prison operations.

Have there been major policy reviews and initiatives (including inspections or reviews by external agencies) in your jurisdiction in recent years?

Have there been significant changes over recent years with respect to legislation affecting prisons?

3. 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 the Appendices to the annual conference reports. This agenda item gives delegates an opportunity to discuss and reflect on trends in this critical area.

(a) General Trends

Has your total prison population increased or decreased over recent years?

(b) Sentenced and Unsented Prisoners

There is considerable regional variation with respect to the position of unsentenced prisoners (in other words, people who are remanded in custody prior to trial or during 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.

What is the proportion of unsentenced prisoners compared with sentenced prisoners (and what are the trends)?

(c) Offender Demographics

The characteristics of offenders vary between each nation and territory. However a number of common themes can be identified for discussion:-

Sex

What is the proportion of female compared with male prisoners in the total prison population (and what are the trends)?

Age

Are there any identifiable trends with respect to the age of prisoners (for example, are you seeing more young prisoners or more older-aged prisoners)?

Indigenous and other ethnic status

In some parts of the region certain groups are over-represented in the prison system compared with their numbers in the population as a whole.

Do you face any issues in this regard (for example, with respect to Indigenous prisoners or other groups)? Please provide statistics, if available.

Foreign prisoners

At recent APCCA conferences a number of jurisdictions have expressed concern about the growing number of foreign nationals in their prisons.

Do you face any issues in this regard? Please provide statistics, if available.

Are there any developments with respect to the international transfer of prisoners?

(d) Overcrowding and associated problems

Do you face problems with respect to overcrowding in your prisons? If so what are the 'pressure points' (for example are there particular pressures with respect to female prisoners or remand prisoners)?

Has any increase in the prison population affected security and control in prisons?

(e) Accounting for the trends

Do the changes in the prison population reflect changes in crime rates?

Are there any significant changes in terms of the offences committed by prisoners? (For example are there more prisoners serving sentences for serious crimes such as sexual, violent, drug or terrorism offences?)

Have there been significant legislative or policy changes that have affected the prison population? (For example with respect to bail, sentencing, remissions, parole and home detention.)

4. Prison Building and Renovation

Delegates should outline any concerns they have with respect to prison conditions, and update the conference on construction and renovation programs.

How adequate are your current prison facilities in terms of accommodating the number and type of prisoners?

Do you have a major prison building or refurbishment program? If so what are the priority areas?

5. Other Issues

Please identify any other initiatives or issues that are of special concern.

AGENDA ITEM TWO

PROVIDING EFFICIENT AND EFFECTIVE HEALTH SERVICES FOR PRISONERS, INCLUDING HARM REDUCTION STRATEGIES

1. Introduction

It is well-recognised that prisoners as a group have higher health needs than the general population. Offenders tend to lead 'high risk' lifestyles in the community, particularly in relation to the use of drugs and other harmful substances including alcohol. Many offenders also have significant mental health issues often compounded by their history of substance abuse. *Prisoners are therefore a very specific group of health service consumers and not simply a cross-section of the broader society.*

This poses a number of challenges for prison administrators: the aim should be (i) to manage potential risks within the institution and (ii) to take the opportunity that imprisonment offers to provide positive health interventions and good health education programs.

This agenda item therefore has two main parts: "Providing Efficient and Effective Health Services" (points 2-5 below) and "Harm Reduction Strategies" (points 6-7 below). You may choose to focus on both parts or just on one.

2. Nature and Extent of the Problem

There will be regional differences and similarities in terms of the nature and extent of prisoners' health problems. For example at recent APCCA conferences, some countries have identified Tuberculosis (TB) as their highest priority issue. In other countries TB is not, a problem but it is a risk that must be carefully monitored. Similarly, there are different rates of infection across the region with respect to HIV/AIDS and Hepatitis C.

It should also be recognised that different groups of prisoners can have different health needs. For example in Australia, Aboriginal people have particular health issues including high levels of Diabetes and associated problems. Women also tend to have higher health needs than men.

Briefly outline the most significant prisoner health issues in your country.

3. The Responsible Government Department¹³

The state has ultimate responsibility for the safe custody and wellbeing of prisoners, including their health. It is therefore important for one government department to be given ultimate responsibility for prison health services even if many of the service providers, such as doctors, dentists and opticians, come from the private sector (see also point 4 below).

¹³ For a more detailed review, see Office of the Inspector of Custodial Services, *Thematic Review of Offender Health Services*, Report No 35, June 2006 (www.custodialinspector.wa.gov.au – follow the link to Reports and Reviews).

There are two main options:

- *A Health Department managed model:* under this model, health services to prisoners are managed by the same government department that is responsible for providing health services to the general community. Put another way, the key managers and staff for prisoners' health are employees of, and accountable to, the relevant Health Department. And the primary budget allocation for prison health services is made to the Health Department.
- *A Corrective Services Department managed model:* under this model, the department that is responsible for prisons will also manage health services in prisons. Put another way, the key managers and staff for prisoners' health are employees of, and accountable to, the relevant Corrective Services Department. And the primary budget allocation for prison health services is made to the Corrective Services Department.

Are your prison health services managed by the Corrective Services Department or the Health Department? Why have you adopted that model? Which model is likely to be more efficient and effective?

4. Private and Non-Government Sector Engagement

In many countries the department that has responsibility for prisoner health will employ private service providers as well as employing some staff directly. In other words, prison health services will be 'privatised' to some degree. The extent to which this happens will obviously vary between jurisdictions, reflecting their history and political culture.

In some countries NGO's (Non-Government Organisations) may also play a role. Some NGO's may be based in the country itself and others may be offshoots of international organizations such as the United Nations.

To what extent is prison health care provided by:-
(i) private service providers; and
(ii) NGO's?

5. Setting Standards and Monitoring Services

Two general standards emerge from international rules and covenants: (i) prisoners should be treated first and foremost as patients not prisoners; and (ii) prisoners should be entitled to medical services of a standard equivalent to members of the wider community.

However as noted earlier, prisoners tend to have high health needs and prison offers an opportunity to address some of these needs. This means that in calculating the medical resources that are needed for a prison, it may be necessary to provide, on a per capita basis, a higher level of services for prisoners than would be required by the same number of people in the community at large.

Most public health systems in the world are under stress generating criticism of matters such as waiting lists for surgery and the costs of optical and dental treatment. Given these

pressures on general health services, it can be difficult to provide adequate medical services in prisons and also to address complaints that prisoners end up being in a more privileged position than the community at large.

What broad standards have you set for the provision of medical services? Do you adopt the principle that the same standards apply as in the broader community? Have you encountered problems in meeting such standards?

What procedures are in place for escorting and guarding prisoners if they attend hospitals or other medical services in the community? How do you balance security needs with the principle that prisoners are entitled to be treated first and foremost as patients?

Given the state's overriding duty of care to inmates, it is also important, especially where services have been privatised, to ensure that mechanisms are in place to monitor the quality of health service provision.

What procedures are in place to monitor the adequacy and quality of medical services (both public and private sector) in your prison system?

6. Harm Prevention Programs

It was noted earlier that one key aim of correctional administrators should be to manage potential risks within the institution. Over the past twenty years or so, there has been a growing international and regional focus on harm prevention programs. There are many possible examples of such practices but the most common are probably as follows:

- **Provision of bleach** to drug users in prison for use before injecting.
- **Provision of clean needles and syringes** to drug users, usually this is done by machines or by prison medical staff.
- **Drug substitution programs** such as Methadone programs.
- **Drugs that 'block' cravings** such as Naltrexone.
- **Provision of condoms** (usually by making them available from machines) to promote safe sex.

All of these programs have both supporters and critics. For example critics say that all prisons should be drug free and that we should not promote programs that accept that illegal drug use and sexual activity (which may also be illegal in the country in question) occur in prison. However advocates of such strategies argue that we should accept that drug use and sexual activity do occur in prisons and that even if we disapprove of such activities, and even if they are criminal, we should ensure that we reduce the risk of harm to participating prisoners, staff and to other prisoners.

What types of harm prevention programs operate in your prisons? Have you found such programs to be beneficial in reducing risks and rates of infection?

In terms of safety, security and control, how do you control access to substitute drugs such as Methadone and to potential weapons such as syringes?

7. Education Programs

Staff and prisoners need to be provided with adequate information about the risks of blood-borne and infectious diseases. In addition most prison systems aim to provide drug rehabilitation programs. Some drug rehabilitation programs are based on a 'total abstinence model' (where no drug use is acceptable) and others are based on a 'harm reduction model' (where it is recognized that drug use may occur and the aim is to minimize any harm that may result from such use).

What sort of education is provided to prison officers as part of (i) their initial training and (ii) ongoing training?

What information is given to prisoners (i) as part of their reception and induction into prison and (ii) later in their sentences?

What philosophy do you adopt in your drug rehabilitation programs? Are they based on a total abstinence model or a harm reduction model? Or do you provide both options to prisoners?

8. Conclusions

What are the strengths and weaknesses of your current system in providing effective and efficient health services to prisoners?

What are the most likely future directions and challenges?

AGENDA ITEM THREE

PRISONER EMPLOYMENT AS A MECHANISM TO PROMOTE GOOD ORDER IN PRISONS AND TO REDUCE RECIDIVISM

1. Introduction

For a long time, penal systems have emphasised the importance of prisoners undertaking work. At one time, prison work was generally harsh and punitive, even sometimes deliberately degrading, because it was designed to be a deterrent. However it is now generally accepted, as stated in Rules 71-76 of the United Nations Standard Minimum Rules for the Treatment of Prisoners, that prison work is not a form of punishment but an integral part of a positive rehabilitative regime.

Good prison work schemes fulfill a number of related purposes:

- Prisoners can learn skills that will be of value on release, especially if work is tied to vocational training and qualifications that are recognised in the general community.
- It is well-accepted that the chances of successful reintegration are much higher if ex-prisoners have a job on release. Some countries have even been able to assist prisoners in their transition back to the community through private companies linking prison work to employment on release.
- Through work, prisoners can earn gratuities which they can spend during their incarceration or to save for release.
- Prisoners can develop a better work ethic and a sense of 'routine'.
- Inquiries into prison riots have demonstrated that busy prisoners are happier and are much less likely to cause management and control problems.

However prisoners' demand for work may well exceed supply. This is especially true at times of overcrowding and/ or at times of high unemployment in the general community.

This topic is designed to promote a discussion of work programs that are based within the walls of traditional prisons and also work that is based in the community (such as 'work camps' and various 'furlough' programs).

In preparing papers, delegates should either:

- **Consider the following questions; or**
- **Discuss in depth a successful employment program (based either in prison or in the community). Please identify what has made that program a success.**

2. Organisational Structure

How are prisoner work programs managed in your country? (For example do you have a central organization with specific designated responsibility or is it essentially a matter for local prison management?)

3. Supply and Demand

What are the main types of employment that are undertaken by your prisoners?

Is it difficult to find enough useful work for prisoners (especially at times of prison overcrowding and / or high unemployment in the general community)? How do you seek to overcome such difficulties?

4. Effect on Good Order in Prisons

Do you find that prisoner employment programs help to promote good order in the prisons system?

5. Prison Work and Accredited Qualifications

Are you able to link the work that prisoners undertake with vocational training or other accredited qualifications? What are the main skills and formal qualifications that prisoners can expect to gain during their time in prison?

6. Remuneration

What system do you have for the payment of prisoners for their work? Do you have different levels of pay for different types of work? Are prisoners able to 'work their way up' to higher levels of pay?

7. Prison and Community Links

1. Have you been able to link prison-based work with work opportunities when the offender returns to the community?

2. Do you make use of 'work camps' and/or furlough schemes?

Please give examples of successful initiatives.

8. Conclusion

Please reflect on current and future challenges.

AGENDA ITEM FOUR

DEVELOPING AND IMPLEMENTING PAROLE SYSTEMS AND COMMUNITY BASED SENTENCES

1. Introduction

APCCA has traditionally focused on prisons rather than community based corrections. This agenda item aims to broaden the scope of our conference discussions and to explore two aspects of community based sentences. The first is to consider how different countries have developed alternative sentences so that judges will only use imprisonment as a 'last resort'. The second is to consider conditional release schemes (such as parole) under which prisoners are released before the end of their sentence, but are then supervised and monitored in the community.

There are many reasons why it is important to broaden our focus in this way:

- **Overcrowding:** every year delegates voice concern about prisoner numbers and overcrowding. Good alternatives to imprisonment and successful parole systems can reduce the number of prisoners.
- **A Corrections Philosophy:** over the past decade APCCA members have increasingly expressed their commitment to a philosophy of 'corrections' rather than 'custody'. This is shown by the number of jurisdictions that now talk of 'correctional services' rather than 'prison departments' and of 'community corrections' rather than probation.
- **Reintegration:** reflecting the philosophy of corrections, recent APCCA conferences have looked at ways to improve a person's chances of reintegration. Both community based sentences (to avoid incarceration in the first place) and conditional release schemes such as parole can assist reintegration.
- **Relative Costs:** prisons are expensive; community corrections will generally be much cheaper.
- **Community Engagement:** APCCA delegates frequently complain about the difficulty of engaging communities in corrections. Good community based sentences and parole systems provide an opportunity for community organizations to work alongside government departments in providing structure and support to offenders.

The topic is very broad and it will not be possible to cover every aspect. The following questions are designed to give delegates an understanding of:

- (a) Regional laws and practices; and
- (b) What makes community based initiatives successful.

2. 'Front End' Alternatives to Imprisonment

Please provide a brief description of the main non-custodial sentences (apart from fines) that are available to sentencing judges in your country. (Examples are likely to include good behaviour bonds, probation and community work.)

3. Parole and Other Conditional Release Schemes

Please provide a brief description of the 'conditional release schemes' that allow prisoners to live in the community, subject to supervision and monitoring. (Examples are likely to include parole and home detention.)

4. Organisational Structure

There are two main options in terms of the organisational structure for community based corrections. The first is that they are funded and managed separately from prisons. Historically this was typically the case with probation, which was often placed in a government 'welfare' department rather than in corrections/ justice departments. The theory behind this model was that probation services had a different philosophy from prisons. However many jurisdictions now place probation/ community corrections services in the same department as prisons. The theory behind this approach is that modern corrections involves community supervision as well as imprisonment, and that both aspects are best managed by a single department.

Are systems such as probation, parole and community corrections administered by the same department as prisons or by a different department? Which approach is better?

5. Probation and Parole/ Community Corrections Officers

In many countries probation and parole officers tended traditionally to come from a social work/ welfare background and prison officers to come from a military or police background. However it is likely that there have been changes in both areas of correctional service over the past 20 years.

What are the main qualifications, skills and attributes that you look for in officers who undertake probation/ community corrections work?

Are some community corrections officers based in prisons (for example, to assist prisoners in planning for release)? Is there any capacity in your system for prison officers to be seconded to work in community corrections?

6. What Works and What Does Not Work?

We hope that through this Agenda Item delegates will learn about 'what works' in community based corrections in different countries. Clearly geographical, political and cultural differences will make some difference but there are also likely to be some common themes.

We all learn by our mistakes as well as by our successes and many countries are in the process of developing community corrections. It would therefore be very useful if papers from countries with well-developed systems identified potential pitfalls and problems that have been encountered as well as success stories. The most obvious problem is likely to come from public and media reactions to cases where offenders serving community orders commit serious offences. Even though there may have been no fault on the part of community corrections, there may be a media and public backlash.

What are the main features of successful community based corrections in your country? Please provide examples of successful initiatives and also of initiatives that were less successful.

What strategies do you use to gain public support for community corrections and to deal with negative publicity?

7. Conclusion

Please reflect on current and future challenges.

PART TWO

DISCUSSION GUIDE FOR THE SPECIALIST WORKSHOPS

As at other recent conferences, delegations are invited to prepare papers on one or more of the specialist workshop topics. This guide provides some general suggestions about the scope and possible content of the 'specialist workshop' topics.

PLEASE NOTE:

For planning purposes it is important to indicate, on the relevant section of the conference registration form, the topics (if any) on which you intend to make a workshop presentation.

SPECIALIST WORKSHOP ONE

ENGAGING WITH OTHER CRIMINAL JUSTICE SYSTEM AGENCIES (INCLUDING POLICE, JUDGES AND POLICY MAKERS) TO ACHIEVE CONSISTENCY OF GOALS

1. Introduction

Correctional services do not operate in isolation from the rest of the criminal justice system. Other key parties in the system include politicians, policy makers, judges, public prosecutors and the police. Some presentations at recent APCCA conferences have expressed concern, either explicitly or implicitly, about the extent to which these other key parties share the same goals as correctional services and whether there are sometimes 'gaps' in the expectations of the different parties.

Correctional services are operating at the end of the criminal justice system and have limited influence over the 'flow' of offenders into prisons and community justice services. For example political decisions to 'tighten up' laws relating to bail will impact upon the number of unsentenced prisoners received into prison. And tougher parole or remission laws will affect the length of time that a sentenced prisoner is likely to spend in custody.

The purpose of this workshop is to consider:

- (i) Whether there are philosophical 'gaps' between the goals of corrective services and the goals of other key parties; and
- (ii) Examples of good practice from across the region (for example where different criminal justice agencies have worked together to promote successful new initiatives or to adapt to new policy settings).

You may choose to focus on just one of these questions.

2. Identifying Possible Gaps

Some delegates may wish to reflect on the extent to which the key parties in the criminal justice system understand and value each others' roles and whether they share consistent goals.

Across the Asia Pacific region, as evidenced at APCCA conferences, correctional administrators now espouse the goals of rehabilitation and reintegration. Embedded in such approaches is the view that prisoners should be treated with decency, dignity and respect. However it is possible that attempts by corrections to run more humane and more innovative rehabilitative programs (such as parole systems) will sometimes appear at odds with the more 'punitive' views of other justice system participants.

For example in some parts of Australia, police services have been publicly critical of the practices of public prosecutors, aspects of court processes, judiciary's sentencing practices and of Parole Boards (even on occasion when the Police Commissioner has been a member of the Parole Board).

Public disagreements of this sort, often fuelled by the media, can create tensions in the system as a whole and can make it harder to gain public acceptance of modern correctional philosophies.

Do the different criminal justice agencies in your country adequately understand and respect each others' roles? Do these agencies have visions that are consistent with the aims of modern correctional services?

Secondly, even if there is a broadly shared philosophy, there may be gaps in *practice* between the expectations of key decision makers (such as the judiciary or the Parole Board) and the capacity of corrections to deliver programs and services. For example a judge or a Parole Board may want to be assured that an offender will undertake a particular type of treatment program when in prison or on parole. However the corrections department may be unable (due to resource constraints) or unwilling (because their own assessments of the offender's risk and needs are different) to deliver that type of program to the offender in question.

Do you sometimes find that there are gaps between what key decision makers (such as the courts and Parole Boards) expect of corrective services and your own assessments and resources? How do you seek to manage such problems?

Thirdly, questions may arise as to whether senior correctional administrators feel that they are adequately consulted and engaged in the development of policies that will impact directly on prison management and community corrections or whether they feel that they simply have to respond to decisions that are taken elsewhere.

Do you consider that major policy developments that impact on prisons take adequate account of the views of correctional services?

3. Promoting Consistency and Understanding

Delegates should aim to share examples of good practice, in other words examples where the different parts of the justice system have met and worked together to achieve better outcomes.

One possible example, already seen in some parts of the Asia Pacific, is the development of 'specialist courts' such as drug courts. Drug courts are less adversarial than traditional Australian criminal courts and there is more active 'case management' of the offender by the judicial officer after sentence. The success of such initiatives depends in large on a productive and flexible relationship between judicial officers, prosecutors, defence lawyers, corrective services and drug rehabilitation services.

What mechanisms have been adopted to improve consistency and understanding between different parts of the justice system (for example in the form of regular cross-agency forums)?

Please provide examples of successful initiatives where different criminal justice agencies have worked together on a shared vision.

SPECIALIST WORKSHOP TWO

FAIRNESS AND EFFICIENCY IN HANDLING PRISONERS' COMPLAINTS

1. Introduction

At the 2008 APCCA conference in Malaysia there was extensive discussion during an agenda item of the role of human rights bodies and external accountability agencies on the work of correctional services. There was also a specialist workshop discussion of how to develop and monitor standards in correctional services.¹⁴ During those discussions, delegates expressed particular interest in how different jurisdictions handle complaints and grievances by prisoners.

It is internationally accepted that good grievance procedures can help to defuse problems and contribute to effective management and that poor procedures can create risks. However some APCCA delegates have expressed concern that prisoners may have too many avenues for complaint and may continue to 'shop around' until they get the answer they want.

The main focus of this workshop is on individual grievances; in other words, where individual prisoners complain about specific matters that relate to them personally. For example a prisoner may complain that some of his personal items were lost when he was transferred from one prison to another, or that he has been unfairly denied contact visits, or that he has been subjected to verbal abuse by a prison officer.

Two questions arise with respect to the arrangements for managing individual complaints of this sort. Firstly, what *internal* mechanisms are available (ie mechanisms within the department itself) for making such complaints? Secondly, what *external* mechanisms (such as independent visitors or the office of the Ombudsman) exist? There are also numerous other questions such as the relationship between internal and external processes and the protection of complainants from victimisation.

Although the main focus is on handling individual complaints, some prisoners' complaints may really be about systemic issues. Systemic problems can be evidenced by the fact that a large number of complaints relate to the same issue (for example regular complaints about the quality or quantity of food or the ability to access health services). Some jurisdictions also have specialist inspectorates whose role is to identify, investigate and report on systemic issues.

2. Individual Complaints and Grievances

Although the precise processes for resolving grievances will vary between jurisdictions, all will have a system that is internal to the department. External processes such as complaints to independent prison visitors or to the Ombudsman (or similar office) are also commonly available. Three general principles will usually apply:

- Grievances should be resolved expeditiously and at the lowest appropriate level (for example if a matter can be adequately resolved by the manager of the prisoner's residential unit, it should be resolved at that level).
- Since complaints commonly relate to staff, prisoners should be able to make complaints confidentially and without fear of victimisation (for example, some systems use confidential envelopes and post boxes).

¹⁴ See N Morgan and I Morgan, *Report of the Proceedings of the 28th APCCA*, at www.apcca.org

- The process should be as simple as possible and should be accessible to all prisoners, including those with limited literacy skills (for example through provision of a confidential telephone line).

*What **internal** processes have you established to consider individual complaints by prisoners?*

*What **external** processes exist for handling individual complaints?*

When are complaints handled internally and when are they handled externally?

How do you seek to ensure that when necessary, prisoners can make complaints confidentially and without fear of victimisation?

3. Systemic Issues

As noted earlier, a series of individual complaints about a particular issue can indicate that the problem is systemic and does not relate only to individual prisoners.

What mechanisms exist for an examination of systemic complaints? (For example do you have an Inspectorate that can investigate and report on such issues?)

4. Conclusion

Please outline the key elements of an efficient and fair prisoner complaints process.

SPECIALIST WORKSHOP THREE

SUCCESS STORIES IN CORRECTIONS, WITH SPECIAL REFERENCE TO TECHNOLOGY, STAFF WELFARE AND COMMUNITY ENGAGEMENT

APCCA delegates benefit greatly from learning about success stories from other countries and as a result of experiences shared at APCCA, more and more examples of regional collaboration and knowledge sharing have emerged in recent years.

Although the topics that are selected for APCCA conferences are designed to address a cross-section of issues, there is a risk that delegates may not hear about some 'success stories' until some time after they have been implemented. The 2008 APCCA conference in Malaysia therefore resolved, on the advice of the Agenda Committee, to set aside one of the 2009 specialist workshops for a consideration of success stories in three broad nominated areas: the use of technology, initiatives to enhance staff welfare and community engagement.

If this workshop proves successful in 2009, it will be continued in 2010 with a focus on different areas.

Since delegates want to learn about successful innovations in some detail, it is important to be selective in terms of the scope of your paper. For example you should not discuss all examples of technological improvements: rather, you should focus on one (such as technology to detect and prevent mobile phone use).

*Please discuss **one** successful recent innovation in corrections that is related to:*

- (a) Technology; **or***
- (b) Staff welfare; **or***
- (c) Community engagement.*

In addition to describing this innovation, please outline (as relevant):

- (i) How it was conceived;*
- (ii) How it was implemented; and*
- (iii) The benefits it has brought.*

Appendix E

List of Agenda Items at APCCA

1. ***Hong Kong, 1980***
 - (a) Trends and problems
 - (b) Alternatives to Imprisonment and Effects of Prison Management
 - (c) Management Services
 - (d) Sixth UN Congress – Implications for Asia Pacific

2. ***Thailand (Bangkok), 1981***
 - (a) Prison Industry
 - (b) Remands
 - (c) The Status of Prison Officers and Human Rights
 - (d) Prisoners Exchange Arrangements in Asia and the Pacific
 - (e) The Problem of Drug Offenders in the Prisons of Asia and the Pacific

3. ***Japan (Tokyo), 1982***
 - (a) Staff Development
 - (b) Release under Supervision
 - (c) Vocational Training
 - (d) Classification and Categorization of Prisoners

4. ***New Zealand (Wellington), 1983***
 - (a) Developing Public Awareness in Corrections
 - (b) Novel and New Problems and Programmes in the Regions
 - (c) Young Offenders in Corrections
 - (d) The Problem of Drug Offenders in Prison
 - (e) Prison Health Services
 - (f) Prison Industries

5. ***Tonga, 1984***
 - (a) The Use of Technology in Prisons
 - (b) The role of Volunteers in Prisons in Relation to Programmes for Inmates
 - (c) Problem for the Physical and Mentally Handicapped in Prison
 - (d) Mechanism Used by Various Jurisdictions to Monitor Crime and Incident Rates in Prison

6. ***Fiji (Suva), 1985***
 - (a) Investigations of Incidents in Prisons
 - (b) Facilities and Programmes for Female Prisoners Including Those Inmates with Children
 - (c) Extent and Use of Minimum Force in Prison
 - (d) Recruitment and Development Training
 - (e) Changing Responsibilities of Correctional Administrators

7. ***Republic of Korea (Seoul), 1986***
 - (a) Remandees: Management, Accommodation and Facilities
 - (b) Draft Standard Minimum Rules for the Treatment of Prisoners
 - (c) Educational Opportunities in Prison with Particular Reference to Primary and Reintegrative Education
 - (d) International Transfer of Prisoners within the Asian and Pacific Region
 - (e) Providing Employment for Inmates

8. ***Malaysia (Kuala Lumpur), 1987***
 - (a) Counter Measure to Overcrowding in Prisons
 - (b) Work Release and Associated Matters
 - (c) Effective Links between Prison Industry and the Private Sector
 - (d) Impact on Prison Management of External Monitoring
 - (e) Regional Co-operation for Training of Prison Officers

9. ***Australia (Sydney and Melbourne), 1988***
 - (a) Trends and Patterns in Penal Populations: Size, Composition, Type and Characters
 - (b) Inter-agency Cooperation within the Criminal Justice System, namely between Corrections and Other Agencies
 - (c) Safeguarding Human Rights within the Penal System
 - (d) The Media, its Power and Influence upon Corrections System

10. ***India (New Delhi), 1989***
 - (a) Current Penal Philosophy
 - (b) Current Alternatives to Prison
 - (c) Changing Work Role of Prison Staff
 - (d) Current Crisis Management Techniques

11. ***China (Beijing), 1991***
 - (a) Correctional Statistics, Research and Development
 - (b) Prison Education, Training and Work
 - (c) Discipline and Grievance Procedures
 - (d) Prison and the Community

12. ***Australia (Adelaide), 1992***
 - (a) Prison Health Issues
 - (b) New Developments in Community Corrections
 - (c) Private Industry and Prison Management
 - (d) International Co-operation in Corrections

13. ***Hong Kong, 1993***
 - (a) Rights and Treatment of Unconvicted Prisoners
 - (b) The Effective Treatment of Different Types of Offenders
 - (c) Public Awareness and Support for Corrections
 - (d) International Co-operation in Corrections

14. ***Australia (Darwin), 1994***
 - (a) Management of Intractable and Protection Prisoners
 - (b) The Application of Technology and Information Systems in Corrections
 - (c) Care and Control of Minority Groups in Prison
 - (d) Staffing and Management Systems in Corrections

15. ***Japan (Tokyo and Osaka), 1995***
 - (a) Prison Health Issues
 - (b) Contemporary Issues in Correctional Management
 - (c) Classification and Treatment of Offenders
 - (d) Impact of External Agencies on Correctional Management

- 16. New Zealand (Christchurch), 1996**
- (a) Community Involvement in Corrections
 - (b) Provision of Food and Health Services in Prisons
 - (c) Special Issues Relation to the Management of Female Offenders
 - (d) International Co-operation at the Global, Regional and Sub-Regional Levels
- 17. Malaysia (Kuala Lumpur), 1997**
- (a) National Report on Contemporary Issues
 - (b) Vocational Training and the Work of Prisoners
 - (c) Private Sector Involvement in Corrections
 - (d) Prison Staff: Recruitment, Training and Career Development
- 18. Canada (Vancouver), 1998**
- (a) National Report on Contemporary Issues in Corrections
 - (b) Best Practices in the Treatment of Offenders
 - (c) Creating and Sustaining the Interest of the Community and Government in Corrections
 - (d) The Application of Technology to Prison Design and Management
- 19. China (Shanghai), 1999**
- (a) National Report on Contemporary Issues in Corrections
 - (b) The Corrections or Re-education of Young Offenders
 - (c) Defining and Clarifying the Role and Functions in Prisons with a view to:
 - ✧ Reducing Recidivism
 - ✧ Reducing the Negative Impact of Prison on the Families of Convicted and Unconvicted Criminals; and
 - ✧ Enhancing the Use of Community Corrections
 - (d) Corrections in the New Millennium: Challenges and Responses
- 20. Australia (Sydney), 2000**
- (a) National Report on Contemporary Issues in Corrections
 - (b) Women Prisoners
 - (c) Community Involvement in Corrections
 - (d) Health Issues in Corrections
- 21. Thailand (Chiang Mai), 2001**
- (a) National Report on Contemporary Issues in Corrections
 - (b) Foreign Prisoners and International Transfer
 - (c) Drug Offenders – Psychological and Other Treatment
 - (d) The Management of Special Groups of Offenders
- 22. Indonesia (Denpasar, Bali), 2002**
- (a) National Report on Contemporary Issues in Corrections
 - (b) Outsourcing of Correctional Services
 - (c) Recruitment, Training and Career Development of Correctional Staff
 - (d) The Reception and Classification of Prisoners as the Key to Rehabilitation
- 23. Hong Kong, 2003**
- (a) National Report on Contemporary Issues in Corrections
 - (b) Dealing with Prisoners' Complaints and Grievances
 - (c) Promoting Desirable Prison Officer Culture and Behaviour
 - (d) Major Prison Disturbances: Causes and Responses

24. Singapore, 2004

- (a) National Report on Contemporary Issues in Corrections
- (b) Roles of Community/Public Sector Agencies & Families in Successful Reintegration
- (c) Preventing & Containing Infectious Diseases
- (d) Managing Public Expectations in the Treatment of Offenders
- (e) Practices in Dealing with the Diverse Cultural & Spiritual Needs of Inmates

25. Republic of Korea (Seoul), 2005

- (a) National Report on Contemporary Issues in Corrections
- (b) The Promotion of International Cooperation in Correctional Field
- (c) The Management of High Profile and Dangerous Prisoner
- (d) "Doing More with Less": Improving Prison Services at Times of Overcrowding and Financial Constraint

26. New Zealand (Auckland), 2006

- (a) National Report on Contemporary Issues in Corrections
- (b) Maintenance of Institutional Order
- (c) The Wellbeing of Correctional Staff
- (d) Improving the Reintegration of Offenders into the Community

27. Vietnam (Ha Noi), 2007

- (a) National Report on Contemporary Issues in Corrections
- (a) Managing Special Group of Offenders
- (b) Staff Recruitment and Training
- (c) Overcoming Barriers to Successful Reintegration

28. Malaysia (Langkawi), 2008

- (a) National Report on Contemporary Issues in Corrections
- (b) Balancing effective prison management with the increased scrutiny of corrections by external bodies
- (c) Best practices in rehabilitation for women and other special groups of prisoners
- (d) Engaging families and communities in the rehabilitative process (including restorative justice approached)

29. Australia (Perth, Western Australia), 2009

- (a) National Report on Contemporary Issues in Corrections
- (b) Providing efficient and effective health services for prisoners, including harm reduction strategies
- (c) Prisoner employment as a mechanism to promote good order in prisons and reduce recidivism
- (d) Developing and implementing parole systems and community based sentences

Appendix F

List of Specialist Workshops at 21st to 29th APCCA

NB: Specialist Workshops commenced only in 2001 at the 21st APCCA.

21. Thailand (Chiang Mai) 2001

- (a) Correctional Throughcare
- (b) Indigenous Offenders & Restoration Justice

22. Indonesia (Denpasar, Bali) 2002

- (a) Correctional Standards, Service Quality, Benchmarking and Risk of Reoffending
- (b) Community Participation and Engagement in Corrections

23. Hong Kong 2003

- (a) Prison Industry Partnership
- (b) Training and Succession Planning for Senior Correctional Managers

24. Singapore 2004

- (a) Resolving Ethical Conflicts amongst Prison Officers
- (b) Innovation within the Correctional Settings
- (c) Communication and Public Relations – Ways to Gain the Support of Media, Politicians & the Public

25. Republic of Korea (Seoul) 2005

- (a) Measuring the Success of Prisoners' Treatment Program
- (b) Preparing and Helping Inmates to Adapt to Society upon Release
- (c) Staff Training and Development

26. New Zealand (Auckland) 2006

- (a) Effective Drug / Substance Abuse Treatment
- (b) Dealing with Prisoners with Medical / Mental Health Problems
- (c) Alternatives to Custody

27. Vietnam (Ha Noi) 2007

- (a) Rebuilding Correctional Capacity Following Natural Disasters and Conflict
- (b) Effective Community Supervision and Monitoring
- (c) Managing Youthful Offenders

28. Malaysia (Langkawi) 2008

- (a) Developing correctional standards that reflect international and regional best practice and measuring performance
- (b) Designing prisons to promote effective rehabilitation and environmental sustainability
- (c) Building capacity through the recruitment, management and retention of talent and through succession planning

29. Australia (Perth, Western Australia) 2009

- (a) Engaging with other criminal justice system agencies (including police, judges and policy makers) to achieve consistency of goals
- (b) Fairness and efficiency in handling prisoner complaints
- (c) Success stories in corrections, with special reference to technology, staff welfare and community engagement

Appendix G

Report on Administration of APCCA Fund

Report on Administration of Asian and Pacific Conference of Correctional Administrators Fund for the period from 1 October 2008 to 30 September 2009

Introduction

At the 17th Asian and Pacific Conference of Correctional Administrators (APCCA) held in Malaysia, the full conference agreed to establish a fund in the name of APCCA to provide a small fee and administrative expenses to the co-ordinator who had been supporting APCCA on an honorary basis.

Administration of the Fund

The Hong Kong Correctional Services Department was appointed the Administrator of the Fund. All expenditures above a nominal amount of US\$1,000 would require the prior approval of the APCCA Fund Administrator and one other member of the Finance Committee. The financial statements of the fund would be tabled at the APCCA meetings.

During the 28th APCCA conference held in Malaysia from 23 to 28 November 2008, the conference noted that the financial position of the APCCA fund was healthy.

The annual honoraria, of US\$7,500 and US\$2,500 to Dr Neil Morgan as Rapporteur and Mrs Irene Morgan as Co-rapporteur respectively for the year 2008/2009, were given in September 2009.

In addition a sum of US\$553 due to the Singapore Prison Department for the ongoing development and maintenance of the APCCA website 2008/2009 and an amount of US\$5,000 to Ketua Pengarah Penjara Malaysia being reimbursement to cover part of the cost of the Asian and Pacific Conference of Correctional Administrators Training in the Correctional Academy of Malaysia in Langkawi 2008 were paid in September 2009.

Furthermore an amount of US\$3,208 to EECW Pty Ltd ITF APCCA 2009 being reimbursement of the Rapporteur and Co-rapporteur's accommodation expenses for the year 2008/2009 was paid in October 2009.

Contribution

While contributions from any jurisdictions would be welcome, it was agreed in the previous conferences that the following scheme of voluntary contributions should continue: -

Australia (New South Wales, Queensland, South Australia, Western Australia, Victoria) (US\$1,000 from each mainland state)	=	US\$5,000
Canada, Japan, New Zealand, Singapore (US\$3,000 each)	=	US\$12,000
Brunei, Hong Kong, India, Korea, Malaysia (US\$1,000 each)	=	US\$5,000
	Total	US\$22,000

Progress and Results

The fund was established in December 1997 and an account was opened in the name of APCCA with the Hong Kong and Shanghai Banking Corporation Limited. For the year ended 30 September 2009, a total of US\$19,851 agreed contributions were received. In addition, a sum of US\$8,793, being voluntary contributions by Australian Capital Territory, Fiji, Macau (China), Mongolia, Papua New Guinea, Philippines, Sri Lanka, Thailand and Vietnam, was received. Thus, total contributions amounted to US\$28,644. Total expenditure for the year, including a telegraphic transfer handling charge of US\$61, was US\$18,822. After deducting bank charges of US\$86 and taking into account bank interest income of US\$8, there was a surplus of US\$9,744 for the year. With a balance of US\$105,223 brought forward from the previous year, the fund had an accumulated surplus of US\$114,967 as at 30 September 2009. Apart from the reimbursement of US\$3,208 made to EECW Pty Ltd ITF APCCA 2009 as mentioned above, there was no movement in the fund between 30 September 2009 and the date of this report. Please refer to the attached financial statements for details.

Vote of Thanks

I wish to express my appreciation to those jurisdictions that have contributed to the fund over the years. Members' support will place the APCCA on a much firmer footing than it has ever been in the past. I sincerely hope that members will continue their support to the APCCA Fund in future years by contributing generously.

KWOK Leung-ming

Commissioner of Correctional Services, Hong Kong
2 November 2009

Asian & Pacific Conference of Correctional Administrators (APCCA) Fund
Balance Sheet as at 30 September 2009

	Note	2009	2008
Assets		US\$	US\$
Cash at bank	3	118,175	110,776
Interest receivable		<u>0</u>	<u>3</u>
		118,175	110,779
 Liabilities			
Accounts payable	5	<u>3,208</u>	<u>5,556</u>
Net assets		<u>114,967</u>	<u>105,223</u>

Representing

Accumulated fund:

Accumulated surplus

	As at beginning of the		
(i) year		105,223	93,353
(ii) Surplus for the year		<u>9,744</u>	<u>11,870</u>
		114,967	105,223

**Asian & Pacific Conference of Correctional Administrators (APCCA) Fund
Income and Expenditure Statement
for the period from 1 October 2008 to 30 September 2009**

Income	Note	US\$	2009 US\$	2008 US\$
Contributions Received	1			
<i>(a) Planned Contributions Received (see Annex I)</i>				
Australia				
New South Wales		975		
Queensland		1,000		
South Australia		975		
Victoria		975		
Western Australia		1,000		
Brunei		975		
Canada		3,000		
Hong Kong (China)		1,000		
India		1,000		
Japan		3,000		
Malaysia - for year 2008 #		985		
- for year 2009		985		
New Zealand		2,975		
Singapore		1,006		
Sub-total			19,851	18,897
<i>(b) Additional Contributions Received (see Annex II)</i>				
Australia				
Australian Capital Territory		1,032		
Fiji		1,000		
Macau (China)		1,000		
Mongolia		300		
Papua New Guinea		981		
Philippines		1,480		
Sri Lanka - for year 2008 #		1,000		
Thailand		1,000		
Vietnam		1,000		
Sub-total			8,793	8,181
Total Contributions Received (a + b)			28,644	27,078
Less: Bank Charges			86	77
Actual Amount Received			28,558	27,001
Add: Interest Income	2		8	425
Total Income			28,566	27,426
Less : Expenditure	2			

Honorarium to APCCA Rapporteur		7,500	7,500
Honorarium to APCCA Co-rapporteur		2,500	2,500
Reimbursement to cover part of the cost of APCCA training in Correctional Academy of Malaysia in Langkawi 2008		5,000	-
Reimbursement of the Rapporteur and Co-rapporteur's accommodation expenses	5	3,208	5,000
Ongoing development & maintenance of APCCA website	4	553	556
Telegraphic transfer handling charge	4	61	-
Total Expenditure		18,822	15,556
Net Surplus		9,744	11,870

Being contribution for year 2008 received after the fund administration report for the year ended 30 September 2008 had been finalised and passed to the Audit Committee for review.

Notes

1. Contributions are accounted for on accrual basis.
2. Expenditure and interest income are accounted for on accrual basis.
3. Cash at bank represents the balance as at 30 September 2009.
4. Amount comprised :

	US \$
Ongoing development & maintenance of APCCA website	
SGD 779.50 x USD 0.7089929	553
Telegraphic transfer handling charge	
HKD 475.00 x USD 0.1292210	<u>61</u>
Total	<u>614</u>

5. Accounts payable

The following payment was made after the close of the financial year :-

	Payee	Amount US \$	Payment Date
Reimbursement of the Rapporteur and Co-rapporteur's accommodation expenses	EECW Pty Ltd ITF APCCA 2009	3,208	23.10.2009

Planned Contributions Received (2009)

Jurisdiction	Recommended Minimum Contribution (US\$)	(a) Intended Contribution (US\$)	(b) Overseas Bank Charges (US\$)	(c)=(a) - (b) Actual Amount Received (US\$)	Received on
Australia					
New South Wales	1,000	975.00	-	975.00	17.03.2009
Queensland	1,000	1,000.00	-	1,000.00	14.03.2009
South Australia	1,000	975.00	-	975.00	12.02.2009
Victoria	1,000	975.00	-	975.00	26.02.2009
Western Australia	1,000	1,000.00	-	1,000.00	03.09.2009
Brunei	1,000	975.00	7.75	967.25	28.09.2009
Canada	3,000	3,000.00	-	3,000.00	30.07.2009
Hong Kong (China)	1,000	1,000.00	-	1,000.00	05.03.2009
India	1,000	1,000.00	-	1,000.00	17.08.2009
Japan	3,000	3,000.00	7.11	2,992.89	14.04.2009
Malaysia	1,000	985.00	7.11	977.89	20.11.2008
		* 985.00	7.10	977.90	19.02.2009
New Zealand	3,000	2,975.00	7.10	2,967.90	18.02.2009
Singapore	3,000	1,006.46	7.11	999.35	23.02.2009
Total	21,000	19,851.46	43.28	19,808.18	

* : Being contribution for year 2008 received after the fund administration report for the year ended 30 September 2008 had been finalised and passed to the Audit Committee for review.

Voluntary Contributions Received (2009)

Jurisdiction	(a) Intended Contribution (US\$)	(b) Overseas Bank Charges (US\$)	(c) = (a) - (b) Actual Amount Received (US\$)	Received on
Australia Australian Capital Territory	1,032.10	7.10 -	967.90 57.10	26.02.2009 28.04.2009
Fiji	1,000.00	-	1,000.00	26.03.2009
Macau (China)	1,000.00	-	1,000.00	06.04.2009
Mongolia	300.00	7.11	292.89	17.03.2009
Papua New Guinea	981.00	7.11	973.89	03.04.2009
Philippines	1,480.00	7.10 7.11	472.90 992.89	18.02.2009 17.04.2009
Sri Lanka	1,000.00 [#]	7.11	992.89	19.11.2008
Thailand	1,000.00	-	1,000.00	26.03.2009
Vietnam	1,000.00	-	1,000.00	30.03.2009
Total	8,793.10	42.64	8,750.46	

[#] Being contribution for year 2008 received after the fund administration report for the year ended 30 September 2008 had been finalised and passed to the Audit Committee for review.

Appendix H

APCCA Secretariat Report (December 2008 – November 2009) For submission to the 29th APCCA

This report briefly informs APCCA members of the work done by the APCCA Secretariat between December 2008 and November 2009

Background

The APCCA Joint Declaration provides for the establishment of the APCCA Secretariat (hereafter referred to as Secretariat) to render services to the APCCA and its Governing Board. The main duties of the secretariat are to serve as a focal contact point between the APCCA and its members, other individuals and organizations; produce the APCCA newsletter and operate the APCCA website; implement the resolutions and exercise such powers as authorized by the annual conference and/ or the Governing Board; and serve as the APCCA Fund Administrator.

The Hong Kong Correctional Services Department (HKCSD) and the Singapore Prison Service (SPS) were appointed by the APCCA at its 21st annual conference to co-serve as the secretariat for a term of two years. At the 23rd, 25th and 27th conferences held in 2003, 2005 and 2007 respectively, the appointment was renewed for a total period of six years till 2009. The secretariat appointment is therefore due to expire this year. HKCSD and SPS are willing to continue serving the APCCA as the secretariat, if the conference deems it fit.

Based on a cooperative agreement between the two Departments, HKCSD undertakes the general administrative duties, liaison work and financial matters, whereas SPS is responsible for the APCCA newsletter production as well as the supervision and maintenance of the APCCA Website.

Administrative and Co-ordination Work

Thirty jurisdictions have signed the Joint Declaration and hence become members of the APCCA. There have been no new additions to date. A total of 25 jurisdictions participated in the 28th conference in Langkawi, Malaysia, equalling the highest number of jurisdictions participating in the APCCA at the 26th conference in Auckland, New Zealand.

Over the past year, the secretariat maintained close contact with the Western Australia Department of Corrective Services to assist in the organization of the 29th conference.

Efforts have been made by the secretariat to compile correctional statistics based on the reports submitted by correctional jurisdictions in the Asia-Pacific region for members' reference. This year, over 20 jurisdictions responded to our call for returns. The statistics will be published in the 29th Annual Conference Report.

As the APCCA Fund Administrator, HKCSD manages the fund in accordance with the APCCA Joint Declaration and with the assistance of the Finance Committee. A separate report on the administration of the APCCA fund will be presented at the 29th conference.

APCCA Newsletter Production

The APCCA Newsletter is a bi-annual publication for the purpose of sharing and learning amongst correctional counterparts in the Asia-Pacific region. SPS had taken up the production work since assuming duties as the APCCA Secretariat in 2001 and has since developed its in-house capabilities for the task. As announced at the 28th APCCA, the APCCA newsletter has been revamped both in terms of content and outlook for ease of reading and better knowledge sharing. The latest APCCA newsletter with the theme, "Managing Young Offenders", was circulated in July this year and uploaded on the APCCA website. A total of eight APCCA member jurisdictions responded to the call for articles by contributing insightful pieces.

The next APCCA issue is slated to be completed and circulated before the end of the year. The theme for the upcoming newsletter is "Healthcare in Prisons – Addressing infectious diseases". The call for articles has already been made and the secretariat looks forward to members' support in contributing articles for the upcoming issue. We hope that many will leverage on this newsletter as a medium to share their knowledge and expertise, as well as to keep members and interested parties outside APCCA, abreast of developments related to Corrections in our region.

APCCA Web Hosting

The aim of the APCCA website is to facilitate better sharing of information amongst members and promote a wider exposure of the APCCA to the global community. With the setting up of the APCCA Secretariat in 2001, SPS was given the responsibility of maintaining and supervising the APCCA website and has been doing so since October 2002.

Throughout this time, the secretariat has continued the practice of timely updates including uploading the latest APCCA Conference Report, newsletter and related statistics. We have also created web links to past and present APCCA conference hosts' websites to refer useful conference information to the participants.

As mentioned at the 28th APCCA, the secretariat has revamped the official APCCA website providing it a refreshed outlook and making it easier to navigate and obtain information. Members were notified of the launch of this new website in early July this year. The official APCCA song and photos from the last conference are now featured on the website for members to access.

Concluding Remark

The secretariat takes this opportunity to thank all APCCA members for their contributions and support for its work in the past year. Should our appointment be renewed for another term, we look forward to continue working together and receiving the support and cooperation from the conference members.

Appendix I

Conference Hosts for 2009 - 2012

2010	Canada
2011	Japan
2012	Brunei

Appendix J

National and Regional Participation in APCCA (1980-2009)

	1980 HK	1981 Thailand	1982 Japan	1983 NZ	1984 Tonga	1985 Fiji	1986 Korea	1987 Malaysia	1988 Australia	1989 India	1991 China	1992 Australia	1993 HK
Australia	√	√	√	√	√	√	√	√	√	√	√	√	√
Bangladesh										√			√
Brunei Darussalam						√	√	√	√	√			√
Cambodia													
Canada	√	√					√				√	√	√
China										√	√	√	√
Cook Islands				√		√		√		√	√		
Fiji		√	√	√	√	√	√					√	√
Hong Kong	√	√	√	√	√	√	√	√	√	√	√	√	√
India		√	√		√	√	√	√	√	√	√	√	√
Indonesia	√			√	√	√	√	√	√		√	√	√
Japan	√	√	√	√	√	√	√	√	√	√	√	√	√
Kiribati					√	√	√	√	√			√	
Korea, DPR												√	
Korea, REP				√	√	√		√	√	√	√	√	√
Laos							√						
Macao	√		√	√	√	√			√	√	√	√	√
Malaysia	√	√	√	√	√	√	√	√	√	√	√	√	√
Mongolia							√			√			
Nepal										√			
New Zealand		√	√	√	√	√	√	√	√		√	√	√
Pakistan										√			
Papua New Guinea	√		√	√		√		√	√		√		
Philippines	√	√	√				√		√	√			√
Samoa	√			√									
Singapore	√	√	√	√	√		√	√	√		√	√	√
Solomon Islands				√				√	√				√
Sri Lanka	√	√	√	√	√	√	√	√	√		√		√
Thailand	√	√	√	√	√	√	√	√	√	√	√	√	√
Tonga	√		√	√	√	√	√	√	√	√	√	√	
Tuvalu													
Vanuatu													
Vietnam											√		
TOTAL	14	12	14	17	15	17	18	17	18	17	18	17	19

	1994 Australia	1995 Japan	1996 NZ	1997 Malaysia	1998 Canada	1999 China	2000 Sydney Australia	2001 Thailand	2002 Indonesia	2003 HK	2004 Singapore	2005 Korea
Australia	√	√	√	√	√	√	√	√	√	√	√	√
Bangladesh	√											
Brunei Darussalam	√	√	√	√	√	√	√	√	√	√	√	√
Cambodia		√	√	√		√	√	√	√	√	√	√
Canada	√	√	√	√	√	√	√	√	√	√	√	√
China	√	√	√	√	√	√	√	√	√	√	√	√
Cook Islands	√		√									
Fiji	√	√	√	√	√	√		√	√	√	√	√
Hong Kong	√	√	√	√	√	√	√	√	√	√	√	√
India	√	√	√	√	√				√	√	√	√
Indonesia	√	√	√	√	√	√	√	√	√	√	√	√
Japan	√	√	√	√	√	√	√	√	√	√	√	√
Kiribati	√						√			√	√	√
Korea, DPR	√											
Korea, REP	√	√	√	√	√	√	√	√	√	√	√	√
Laos				√							√	
Macao	√	√	√	√		√	√	√	√	√	√	√
Malaysia	√	√	√	√	√	√	√	√	√	√	√	√
Mongolia					√	√	√	√	√	√	√	√
Myanmar												√
Nepal	√											
New Zealand	√	√	√	√	√	√	√	√	√	√	√	√
Pakistan										√		
Papua New Guinea			√					√				
Philippines	√	√	√	√	√		√	√	√	√		√
Samoa					√							
Singapore	√	√	√	√	√	√	√	√	√	√	√	√
Solomon Islands				√	√						√	√
Sri Lanka				√	√			√	√	√	√	√
Thailand	√	√	√	√	√	√	√	√	√	√	√	√
Tonga							√	√	√		√	√
Tuvalu							√					
Vanuatu			√			√						
Vietnam		√	√	√	√	√	√	√	√	√	√	√
TOTAL	21	18	21	21	20	18	20	21	21	22	22	23

	2006 New Zealand	2007 Vietnam	2008 Malaysia	2009 Perth, Australia							
Australia	√	√	√	√							
Bangladesh											
Brunei	√	√	√	√							
Cambodia		√	√	√							
Canada			√	√							
China	√		√	√							
Cook Islands											
Micronesia	√										
Fiji	√	√	√	√							
Hong Kong (China)	√	√	√	√							
India	√	√	√	√							
Indonesia	√	√	√	√							
Japan	√	√	√	√							
Kiribati	√	√	√	√							
Korea, DPR											
Korea, REP	√	√	√	√							
Laos		√									
Macao (China)	√	√	√	√							
Malaysia	√	√	√	√							
Mongolia	√	√	√	√							
Myanmar		√	√								
Nepal											
New Zealand	√	√	√	√							
Pakistan											
Palau	√										
Papua New Guinea			√								
Philippines	√		√								
Samoa	√										
Singapore	√	√	√	√							
Solomon Islands	√	√	√	√							
Sri Lanka	√	√	√	√							
Thailand	√	√	√	√							
Tonga			√	√							
Tuvalu	√										
Vanuatu	√	√		√							
Vietnam	√	√	√	√							
TOTAL	25	22	25	23							

Appendix K

APCCA Membership List 2009-2010

1. Australian Capital Territory, Australia
2. New South Wales, Australia
3. Northern Territory, Australia
4. Queensland, Australia
5. South Australia, Australia
6. Tasmania, Australia
7. Victoria, Australia
8. Western Australia, Australia
9. Brunei Darussalam
10. Cambodia
11. Canada
12. China
13. Hong Kong (China)
14. Macao (China)
15. Fiji
16. India
17. Indonesia
18. Japan
19. Kiribati
20. Republic of Korea
21. Malaysia
22. Mongolia
23. New Zealand
24. Philippines
25. Singapore
26. Solomon Islands
27. Sri Lanka
28. Thailand
29. Tonga
30. Vietnam

Appendix L

Governing Board Membership

2009 - 2010

2010 host (Chair):	<i>Canada</i>
Three immediate past hosts:	<i>Australia</i> <i>Malaysia</i> <i>Vietnam</i>
2011 host:	<i>Japan</i>
APCCA Secretariat:	<i>Hong Kong (China)</i> <i>Singapore</i>
Four elected members:	<i>China</i> <i>India</i> <i>Japan</i> <i>Solomon Islands</i>
Three rotating members (APCCA members, chosen in reverse alphabetical order, who attended the 2009 conference):	<i>Cambodia</i> <i>Brunei</i> <i>Tonga</i>

2008-2009

Western Australia (Chair and Host)
Canada (2010 Host)
Malaysia (2008 Host)
Vietnam (2007 Host)
New Zealand (2006 Host)
Hong Kong (China) (Secretariat member)
Singapore (Secretariat member)
China (Elected member) – Elected in 2005
Solomon Islands (Elected member) – Elected in 2006
Japan (Elected member) – Elected in 2007
India (Elected member) – Elected in 2008
Indonesia (Rotating member)
Fiji (Rotating member)
Macao (China) (Rotating member)

2007-2008

Malaysia (Chair and Host)
Australia (2009 Host)
Vietnam (2007 Host)
New Zealand (2006 Host)
Korea (2005 Host)
Hong Kong (China) (Secretariat member)
Singapore (Secretariat member)
Canada (Elected member) – Elected in 2004
China (Elected member) – Elected in 2005
Solomon Islands (Elected member) – Elected in 2006
Japan (Elected member) – Elected in 2007
Sri Lanka (Rotating member)
Mongolia (Rotating member)
Kiribati (Rotating member)

2006-2007

Vietnam (Chair and Host)
New Zealand (2006 host)
Korea (2005 host)
Singapore (2004 host and Secretariat)
Malaysia (subject to confirmation as 2008 host)
Hong Kong (China) (Secretariat)
Canada (Elected member)
China (Elected member)
Japan (Elected member)
Solomon Islands (Elected member)
India (Rotating member)
Fiji (Rotating member)
Thailand (Rotating member)

2005-2006

New Zealand (Chair and Host)

Vietnam (2007 Host)

Korea (2005 Host)

Singapore (2004 Host and Secretariat)

Hong Kong (China) (2003 Host and Secretariat)

China (Elected Member)

Canada (Elected Member)

Indonesia (Elected Member)

Japan (Elected Member)

Australia (Rotating Member)

Brunei (Rotating Member)

Cambodia (Rotating Member)

Appendix M

Report of the Meeting of APCCA Finance Committee

Notes of Meeting of APCCA Finance Committee
Matilda Bay Room, Hyatt Regency Perth, Western Australia
(1430 hrs on 15 November 2009)

Present

Mr Chi-chiu YAU, Hong Kong (China)
Mr James Ryan, Australian Capital Territory
Mr Ian Johnson, Western Australia
Mr Dato' HJ. Zulkifli Bin Omar, Malaysia

Recorder

Mr Kwan-ching NG, Hong Kong (China)

In Attendance

Mr Siu-fung TSE, Hong Kong (China)
Mr Nordin Bin HJ. Muhamad, Malaysia

APCCA Fund Administrator's Report

- This report covers the period from 1 October 2008 to 30 September 2009.
- A total of US\$19,851 agreed contributions have been received.
- Voluntary contributions amounting to US\$8,793 have also been received from Australian Capital Territory, Fiji, Macau (China), Mongolia, Papua New Guinea, Philippines, Sri Lanka, Thailand and Vietnam.
- Total contributions received are therefore US\$28,644.
- Total expenditure is US\$18,822 covering the costs of website development and maintenance; newsletter production; honoraria and travel expenses for the APCCA Rapporteur and the Co-rapporteur; APCCA training held in the Correctional Academy of Malaysia and telegraphic transfer handling charge.
- A net surplus of US\$9,744 is generated after deducting a bank charge of US\$86 and taking into account bank interest income of US\$8, thus making an accumulated surplus of US\$114,967.
- Western Australia (current host) and Malaysia (host of 28th APCCA) had audited the Fund Administrator's Report prepared by Hong Kong (China). They found the financial statements a true and fair view of the state of affairs of the fund for the period covered. The audited report would be submitted for endorsement at the Governing Board Meeting.

Any Other Business

Nil

Appendix N

The Asian and Pacific Conference of Correctional Administrators Joint Declaration, as amended at the 24th APCCA in 2004

Representatives of government agencies and departments responsible for prison or correctional administration from Australia, Brunei Darussalam, Cambodia, Canada, China, Hong Kong (China), Fiji, India, Indonesia, Japan, Republic of Korea, Malaysia, Mongolia, New Zealand, Philippines, Singapore, Sri Lanka, Tonga, Thailand and Vietnam met in Bali, Indonesia on 18 October 2002,

Recalling the long history of development of and sustained cohesion in the Asian and Pacific Conference of Correctional Administrators;

Conscious of the support and personal involvement of senior correctional administrators from states, territories and areas which together share a well-defined geographical identity and represent a sizable world population;

Mindful of the existence of common interests and problems among correctional jurisdictions within the Asia-Pacific Region and convinced of the need to strengthen existing relationships and further co-operation;

Taking into account the differences in the stages of economic development and in the cultural and socio-political systems in the region;

Recognising equality, trust and mutual respect being the basis of communication and co-operation;

Acknowledging the informal nature of the grouping based on the principles of voluntariness and consensus;

Desiring to give the Asian and Pacific Conference of Correctional Administrators a more professional identity;

Do hereby declare as follows:-

1. The purpose of the Asian and Pacific Conference of Correctional Administrators (hereinafter referred to as the APCCA) is to provide a forum for government officials responsible for prison or correctional administration within the Asia- Pacific Region to share ideas and practices in the professional area of correctional administration and develop networks aimed at fostering co-operation.

Definitions

2. For the purpose of this Joint Declaration:
 - (a) “*Annual Conference*” means the Annual Conference referred to in Paragraph 7;
 - (b) “*APCCA Fund*” means the APCCA Fund referred to in Paragraph 28;
 - (c) “*APCCA Secretariat*” means the APCCA Secretariat referred to in Paragraph 19;
 - (d) “*Finance Committee*” means the Finance Committee referred to in Paragraph 22;
 - (e) “*APCCA Fund Administrator*” means the APCCA Fund Administrator referred to in Paragraph 31;

- (f) “*Governing Board*” means the Governing Board referred to in Paragraph 13; and
- (g) “*Rapporteur*” means the Rapporteur referred to in Paragraph 24.

Scope of activities

- 3. For the purpose stated in Paragraph 1, the APCCA will carry out the following:
 - (a) To organise conferences, seminars and workshops;
 - (b) To promote co-operation and collaborative initiatives between members in areas of common interest;
 - (c) To promote staff exchanges and study visits;
 - (d) To promote best practices;
 - (e) To compile regional correctional statistics; and
 - (f) To conduct any other activities as approved by the Governing Board and/or the Annual Conference.

Membership

- 4. Membership of the APCCA will be confined to the government agencies and departments responsible for prison or correctional administration within the Asia-Pacific Region.
- 5. A territory or an area of a sovereign state may participate in the APCCA on its own, subject to the consent of the sovereign state and the endorsement of the Governing Board.
- 6. Membership in the APCCA entitles a member to vote and to be elected to office.

Organisation

- 7. There will be an Annual Conference. The host state, territory or area will be responsible for all the activities in the organisation of this Conference.
- 8. The Annual Conference will be held at such time and place as the Governing Board may determine in consultation with the Annual Conference host.
- 9. The Annual Conference will be the ultimate authority to govern the affairs of the APCCA, and may issue guidelines to the Governing Board and the APCCA Secretariat for the operation and management of the APCCA.
- 10. The Annual Conference has the power to:
 - (a) set policies on directions, programmes, activities and expenditures;
 - (b) decide on practices and procedures;
 - (c) confirm the membership of the Governing Board;
 - (d) appoint Finance Committee members and, in case of joint APCCA Secretariat hosts, the APCCA Fund Administrator;
 - (e) decide on the host(s) of the APCCA Secretariat;
 - (f) endorse the appointment and approve the duties of the Rapporteur;
 - (g) endorse agreed contributions to the APCCA Fund; and
 - (h) consider and adopt or reject the APCCA Fund Administrator’s annual report.
- 11. The host of a current Annual Conference will preside as the Chair at the Annual Conference.

12. The APCCA and its Annual Conference operate by consensus. When a consensus is clearly not possible, decisions may be reached by a simple majority vote of the APCCA members in attendance of the Annual Conference and a declaration by the Chair of the Annual Conference that a resolution has been carried. Each member as one vote and no proxy vote will be allowed. The Chair will cast the deciding vote in case of a tie. APCCA members will endeavour to follow decisions concerning internal matters of the APCCA that are reached by consensus.
13. The governing body of the APCCA will be the Governing Board, which is responsible for:-
 - (a) directing all activities relating to the purpose of the APCCA;
 - (b) managing the business of the APCCA as directed by the Annual Conference;
 - (c) providing advice on the APCCA activities and conference business;
 - (d) identifying and recommending suitable APCCA members to host the APCCA Secretariat;
 - (e) identifying and recommending a suitable person to serve as Rapporteur, as required, for the endorsement of the Annual Conference; and
 - (f) recommending agenda items for each Annual Conference.
14. There will be a maximum of 14 Governing Board members, including the Board Chair. The composition of the Governing Board for a particular Annual Conference will be as follows:
 - (a) *Board Chair* – the host of that Annual Conference will be the Board Chair;
 - (b) *Elected membership* – there will be four elected members. Each year, there will be an election for one of the four seats;
 - (c) *Previous host membership* – the previous host membership will consist of the past three consecutive host states/territories/areas of the Annual Conferences;
 - (d) *Rotating membership* – the rotating membership will consist of three reversed alphabetically chosen states/territories/areas attending the previous year's Annual Conference;
 - (e) *Secretariat host membership* – the existing APCCA Secretariat host(s); and
 - (f) *Next host membership* – the host of the next Annual Conference.
15. The Governing Board will hold office from the conclusion of the Annual Conference at which its composition is confirmed until the conclusion of the next Annual Conference.
16. The Governing Board will meet at least once a year at such time and place as the Board Chair may determine.
17. Five Governing Board members will constitute a quorum for the meetings of the Governing Board. The Governing Board will operate by consensus. Where consensus is not reached, decisions of the Governing Board may be made by a simple majority vote of the members present. Each member, regardless of whether he serves on the Governing Board in more than one capacity, will have one vote. The Board Chair will abstain from voting unless there is a tie.
18. The Governing Board may transact business by means other than meetings and a decision by a simple majority of its members will be valid.
19. There will be an APCCA Secretariat to provide support services to the APCCA and to the Governing Board.

20. The APCCA Secretariat will:
 - (a) be a focal contact point between the APCCA and its members, and between the APCCA and other individuals and organisations;
 - (b) maintain and distribute the APCCA materials and documents;
 - (c) publish and distribute the APCCA Newsletter;
 - (d) operate the APCCA web site;
 - (e) be the APCCA Fund Administrator;
 - (f) implement the resolutions and exercise such powers as authorized by the Annual Conference and/or the Governing Board; and
 - (g) serve as the secretary to the Governing Board meetings in case the Rapporteur is not available.
21. The Annual Conference will appoint one or two APCCA members to discharge the APCCA Secretariat functions. The appointment will be reviewed every two years.
22. There will be a Finance Committee comprising the APCCA Fund Administrator and two other APCCA members appointed by the Annual Conference. All expenditures above a nominal amount set by the Governing Board will require the prior approval of the APCCA Fund Administrator and one other member of the Finance Committee.
23. There will be a Programme Committee to assist the Annual Conference host in planning conference programmes.
24. There may be a Rapporteur, if required, to serve the APCCA in accordance with a Charter approved by the Annual Conference. His or her duties would be to prepare the Discussion Guide and compile the report for each Annual Conference and to serve as the secretary to the Governing Board meetings.
25. The appointment of the Rapporteur will be recommended by the Governing Board and endorsed by the Annual Conference.
26. A Rapporteur will serve the APCCA for a fixed term of three years, which upon expiry may be extended once for a period of two years. One year's notice may be given by either the APCCA or the Rapporteur for termination of the appointment.
27. The Governing Board may pay an honorarium to the Rapporteur.

The APCCA Fund

28. The APCCA Fund comprises:
 - (a) agreed contributions from the APCCA members as endorsed by the Annual Conference;
 - (b) voluntary contributions from the APCCA members; and
 - (c) any income as the Governing Board may approve.
29. The APCCA Fund will be applied exclusively for the purpose of the APCCA.
30. The financial year of the APCCA ends on 30 September.
31. The host of the APCCA Secretariat is the APCCA Fund Administrator with the following responsibilities:
 - (a) operation of the APCCA Fund account;
 - (b) calling for annual contributions;
 - (c) acknowledgement of receipt of contributions; and
 - (d) preparation of the APCCA Fund Administrator's Report and financial statement

for presentation at the Annual Conference.

32. The APCCA Fund Administrator's Report will be presented to the Governing Board and the Annual Conference. It will be audited by the current Annual Conference host and the host of the previous year's Annual Conference.

Settlement of disputes

33. Any dispute regarding the interpretation or application of this Joint Declaration will be resolved by consultations between the parties to this Joint Declaration.

Signature and acceptance

34. This Joint Declaration will come into effect between the parties signing this Joint Declaration on the date upon their signatures. Any state, territory or area who is a member of the APCCA before the coming into effect of this Joint Declaration may accept this Joint Declaration by signing a registration book deposited at the APCCA Secretariat and this Joint Declaration will come into effect for such a state, territory or area on the date upon its signature.
35. Any other state may accept this Joint Declaration by signing a registration book deposited at the APCCA Secretariat and this Joint Declaration will come into effect for such a state on the date upon its signature.
36. Any other territory or area of a sovereign state may accept this Joint Declaration on its own by signing a registration book deposited at the APCCA Secretariat and completing the procedures set out in Paragraph 5. This Joint Declaration will come into effect for such a territory or an area on the date upon its signature and the completion of the procedures set out in Paragraph 5.
37. For the avoidance of doubt, parties to this Joint Declaration are members of the APCCA.

Withdrawal

38. A party to this Joint Declaration may withdraw from this Joint Declaration and cease to be a member of the APCCA by written notice to the APCCA Secretariat at any time.
39. A party to this Joint Declaration will be deemed to have withdrawn from this Joint Declaration and ceased to be a member of the APCCA for not attending the Annual Conference for five consecutive years. The withdrawal will take effect on the date of the conclusion of the fifth consecutive Annual Conference from which the party is absent.

Amendments

40. Any party to this Joint Declaration may propose amendments to this Joint Declaration. All parties to this Joint Declaration will make every effort to reach a consensus on any proposed amendment. If all parties to this Joint Declaration do not reach a consensus on a proposed amendment, the proposed amendment will be adopted by a simple majority vote of the parties present at the Annual Conference.

41. Any acceptance of this Joint Declaration expressed on or after the coming into effect of an amendment to this Joint Declaration will be deemed to accept the Joint Declaration as amended.

Transition

42. All decisions, practices, procedures and appointments adopted or approved by the APCCA before the coming into effect of this Joint Declaration, which are not contrary to or inconsistent with the provisions of this Joint Declaration, will continue to have effect until such decisions, practices and procedures expire by their own limitation or are altered, repealed or abolished pursuant to this Joint Declaration.

This Joint Declaration does not create any legally binding obligations under international law.

In witness whereof the undersigned have signed this Joint Declaration.

Done in Bali, Indonesia on 18 October 2002, in the English Language, in a single copy which will remain deposited in the APCCA Secretariat that will transmit certified copies to all parties referred to in Paragraphs 34 to 36 of this Joint Declaration.

Appendix O

APCCA Song – *Togetherness in Unity*¹⁵

Here today we gather in unity
Together we achieve prosperity
A bright future is ours for sure
Sharing ideas, helping each other APCCA

Hand in hand we stand together
Growing from strength to strength
Each day is a promise
Of a future filled with peace and harmony

Chorus:

When we do it together
We will do it better
As we serve one another
We will achieve greater heights APCCA

Friendships formed and knowledge shared
A symbol of love for humanity
That's what we believe in
To make the world a better place
For you and me

¹⁵ First introduced by Malaysia when it hosted the 28th APCCA in Langkawi, Malaysia in 2008.



APCCA 2009

29th Asian and Pacific Conference
of Correctional Administrators

