



Government of Canada
Correctional Service of Canada



30th Asian and Pacific Conference
of Correctional Administrators 2010

CONFERENCE REPORT

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(in collaboration with the Correctional Service of Canada
and the APCCA Secretariat)*



CANADA 2010

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HISTORY AND ROLE OF APCCA

Introduction to the 30th APCCA Conference

This is the official report of the proceedings of the 30th Asian and Pacific Conference of Correctional Administrators (APCCA) held in Vancouver, British Columbia, Canada 3 October to 8 October 2010. The conference was attended by delegations from 19 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 also accompanied by other senior and specialist staff.

The conference was hosted by Mr Don Head, Commissioner of the Correctional Service of Canada. APCCA began in 1980 as a joint initiative between the Australian Institute of Criminology and the Hong Kong Prison Service (see below) and Canada has been a constant and strong supporter. This was the second time that APCCA had been held in Canada (the previous occasion being 1998).

The Correctional Service of Canada (CSC) selected a meaningful theme for the conference, *Changing Lives, Protecting Communities*. The conference logo, designed by an offender at William Head Institution, featured a red and a black eagle. To First Nations people, the eagle provides communication from those on Earth to the Creator. The colours red and black represented the Coast Salish territory on which Vancouver is situated. The black eagle represented the darkness experienced by people who have suffered physical, mental, emotional or spiritual trauma. The red eagle represented an acknowledgment of the effects of trauma and a willingness to explore opportunities to help those who are affected. Together, they reflected the transformation that can occur when caring minds, caring eyes, caring ears and caring behaviours combine to form an atmosphere of compassion, understanding and healing.

Both the theme and the symbolism of the logo were reflected throughout the formal and informal parts of the conference. Valuable information was shared, new insights were gained on how to change lives and thereby to protect communities. And there was a strong theme throughout of “transformation” in corrections (see, for example, the report on Agenda Item One below). In addition, friendships were formed and renewed in the way that uniquely represents APCCA.

The generous hospitality provided by the Correctional Service of Canada ensured that delegates left Vancouver with a renewed belief that, even in difficult times, there are opportunities to change lives and to improve the well-being of communities as well as offenders. Commissioner Don Head's staff were extremely professional and helpful, providing every possible assistance to delegates. They were a tribute to the organization and to the country. 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 and the discussions in session and out of session 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, a visit was conducted to William Head Correctional Institution, a minimum security facility for male offenders. This unique 87-acre facility has a perimeter fence at the entrance but is otherwise not fenced, being surrounded by the ocean. It focuses on program interventions, Aboriginal healing programs, social programs and vocational training. Offenders share houses and must learn to collaborate in terms of running the house, cleaning, cooking and living together. The site has a fascinating history too, having started

life as a Quarantine Station for newly arrived migrants in the late nineteenth century. It has been a medium or minimum security correctional facility since 1959. Delegates were left with lasting images of how it is possible to 'do something different' in order to 'change lives' without threatening the safety of the community.

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* (discussed 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.

Between 1980 and 2009, APCCA met in numerous nations across the region: Australia (five 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. The topics that have been discussed at the various conferences are set out in *Appendix E*.

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. The flag, prepared by the Corrections Bureau of Korea, was adopted in 2005 and symbolises the long life and strength of APCCA. At the 2008 conference in Malaysia, APCCA adopted a song composed by the Malaysian Prison Department entitled „*Togetherness in Unity*“, the lyrics which can be found in *Appendix O*.

APCCA Management and the APCCA Joint Declaration

A critical stage in APCCA's history was the signing of a *Joint Declaration* (see *Appendix M*) by all jurisdictions present at the 2002 conference in Bali, Indonesia. A number of other jurisdictions have signed up subsequently (see *Appendix J* for a list of current members).

¹ Inspector of Custodial Services for Western Australia and Professor of Law at the University of Western Australia.

² Legal Policy Advisor, Legal and Legislative Services, Specialist Services (Deputy Commissioner), Western Australia Police, Australia.

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 organization'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 the 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.

At this 30th APCCA, the Conference acknowledged the strong achievements and traditions of APCCA but also decided that it was timely to establish a Working Group to examine the opportunities to build on these achievements over the next decade. The Working Group will report to the 2011 conference in Tokyo, Japan (for further details, please see *Appendix H*).

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 Seven 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. During the 2010 conference, Mr Chris Price from the Correctional Service of Canada (CSC) also made a specialist presentation on the CSC's Integrated Correctional Program Model (ICPM).

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 Conference Reports are a specialist report, not just a summary record of the conference, in that they contain a thematic analysis of the matters raised in the various agenda items. The report also includes statistics from across the region, compiled by the Hong Kong (China) branch of the APCCA Secretariat.

The Conference Reports 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 and in developing proposals to government. 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. Other organizations have also used the reports for research purposes.



Front row

(left to right) Gary Dosanjh; Steve Marshall; Alvin Ma; Suzanne Leclerc, Conference Organiser; Anne Kelly, Regional Deputy Commissioner, Pacific Region; Commissioner Don Head; Karen Ng; Rip Kirby; Ross McIntosh, Piper; Peter Ruttan, Ceremonial Project Manager

Back row

(left to right) Vinh Ha; Janice McClain; Sandy Farwaha; Jennifer Hasan; Mark Bennett; April Tang; Roxy Mandziak; Cesary Gesikowski; Barb VanVugt; Ronnie Gill; Clarinda Agostinho; Edmund Wu; Andrea Gomez; Lawrence Kwok

OPENING CEREMONY AND OFFICIAL SPEECHES

The Opening Ceremony was held at the Fairmont Vancouver Hotel, the conference venue. The APCCA symbols were escorted into the conference venue by the Correctional Service of Canada (CSC) Honour Guard. Mr Ian Johnson, Commissioner of Corrective Services for Western Australia (the 2009 host) handed the APCCA symbols to CSC Commissioner Mr Don Head. This was followed by a warm welcome to Coast Salish land, a prayer and a song by Elder Robert Nahanee. Mr Head and Mr Johnson then delivered a welcoming address. At the conclusion of the Opening Ceremony, the APCCA song was played.

Welcoming Address by Mr Don Head, Commissioner of the Correctional Service of Canada

Thank you Anne and thank you Elder Robert Nahanee for the prayer.

Heads of delegations, distinguished guests, ladies and gentlemen,

It is with great pleasure that I welcome you all to Canada in Vancouver, the beautiful capital city of the province of British Columbia, for the 30th Asian and Pacific Conference of Correctional Administrators 2010. This is the second time, since its inception, that Canada has had the opportunity to host this important event and it is with great interest that I look forward to discussions with you regarding a wide variety of corrections issues.

I would like to acknowledge the presence of Professor Neil Morgan and his wife Irene Morgan, the APCCA Rapporteurs, Mr Ian Johnson, Commissioner for Corrective Services of Western Australia, who graciously hosted last year's conference, and Mr Kenichi Sawada, Deputy Director General of the Ministry of Justice of Japan, who will be hosting the conference next year.

I would also like to take this opportunity to acknowledge Mr Sin Yat-kin, who has recently been appointed Commissioner of the Hong Kong Correctional Services Department. Congratulations.

Canada has a strong affinity to the Asian-Pacific Region, partly because of our history and our multi-cultural population. On the West Coast, as I am sure you have noticed, we have a large population of people whose roots are in the Asian-Pacific rim countries. As Canadians, we take great pride in the fact that our country has become a society in which many languages are spoken and in which many cultures flourish.

In addition to this, as you discover this western region of Canada, you will note that it is steeped in the traditions of our aboriginal and first nation's people; I would be remiss if I did not highlight to you today how important the richness and the heritage of these people is to the Canadian mosaic.

I realize that most of you have had to travel a considerable distance to be able to attend this meeting. I personally find it extraordinary that we can hold a conference to exchange ideas among professionals who can influence not only what we are doing today in the business of corrections but also to play a role in how it will be shaped for future generations. As we embark on this learning endeavour, I think it important that we remind ourselves that we must set high targets, both personally and collectively, if we are to reach our common goal of making our communities safer places to live.

Finally, it is truly remarkable to see such a large number of delegates representing some 24 countries and states. I know that for some of you this is not your first time attending APCCA; I hope that you can take the opportunity these next few days to rekindle old friendships and working relationships with your colleagues. For many of you, however, it is your first experience. For those of you, I hope that this conference will allow you to forge strong partnerships between our countries in order that we can continue to work towards achieving excellence in corrections.

Please accept my warmest welcome to all delegates.

I would like now to take a few minutes to go over this year's conference symbols that were first presented to delegates at the 2009 APCCA conference in Perth, Australia.

The APCCA 2010 conference logo was designed by a CSC offender named Todd Elliott and the interpretation of the logo was provided by Lloyd Haarala, an Elder working at William Head Institution, a site you will visit later this week.

Each aspect of the logo was chosen because of the meaning that it holds. The eagle was chosen because the First Nations people believe that this winged creature provides communication from those on Earth to the Creator. The red eagle represents the awareness of how trauma affects people and a willingness to explore how best to help. The black eagle represents the deep darkness that prevails in those that have been subjected to all forms of trauma. In addition, the colours of red and black are representative of the Coast Salish territory in which this conference is being held.

The fact that the eagles are facing each other in a circle presents a powerful dynamic. The dynamic of face to face expression is critical to any transformation; when caring minds, caring eyes, caring ears and caring behaviours are present, it provides an atmosphere of compassion and understanding that allows change to occur.

Finally, the overall theme of this conference "Changing lives - Protecting Communities" is indicative of the journey that every offender makes as they move through the justice system; ideally towards a life as a law-abiding, productive member of the community. Each time this goal is achieved, we make our communities safer places to live. From the many discussions we have had with our international partners, it is clear that this is the goal we all strive to achieve.

Like many of you, I am proud to say, that our correctional staff take great pride in the fact that the work they do on a daily basis brings about significant changes that contributes to our common goal of creating safer communities. These are truly dedicated and engaged professionals who strive to make a difference. As you arrived in Canada, many of you had a chance to meet some of these people; they are your CSC Liaison Officers who have been assigned to your delegations to look after you and to ensure that your visit is a pleasant and productive one. I hope that you have the chance to meet many more of them during the conference and take the opportunity through your interactions with them to gain new perspectives on the day-to-day challenges of corrections in Canada.

Following the success of last year's conference, I truly hope that this year's event will further the exchange of ideas and strengthen the relationships among correctional professionals from all of the participating countries.

I thank you all for coming and I wish you all the best over the next few days. The agenda before us will offer many opportunities for meaningful discussions and exchanges of ideas. Finally, I hope that you leave feeling that your time here in this beautiful city of Vancouver is both professionally rewarding and personally enjoyable.



CSC Ceremonial Guards bring the APCCA symbols to the stage

**Address by Mr Ian Johnson
Commissioner for Correctives Services, Western Australia
(2009 Host)**

May I acknowledge the First Nations People, the traditional owners of this land and acknowledge their elders, both past and present.

Commissioner Don Head

Deputy Commissioner Anne Kelly

Professor Neil Morgan and Irene Morgan

Head of Delegation Japan

Heads of Delegations

Members of the Organising Committee

Distinguished Guests

Ladies and Gentlemen

First of all let me say thank you to Canada for bringing us all together for the 2010 30th Asian and Pacific Conference of Correctional Administrators.

As the host of the 29th APCCA I fully understand and appreciate the time and effort that has gone into the planning for the conference and on behalf of my fellow delegates we are delighted to be here and you have our best wishes for a smooth and productive week ahead.

I'd like to say a special thanks to your organising committee and I've no doubt that Suzanne Leclerc is both relieved that this day is here whilst at the same time working tirelessly to make sure it all goes to plan.

Again, on behalf of my fellow delegates, I can assure you that we will do everything in our power to ensure this conference is a success and that we demonstrate our appreciation for your efforts.

It is nearly 12 months since we last met in Perth and my team has only just recovered from the event. It is great to see so many familiar faces here in Vancouver and I was so pleased to catch up with Anne and Ed before the conference and renew our friendship – and I'm very much looking forward to seeing other friends and colleagues.

Before leaving WA I took the opportunity to look through the many wonderful photographs that were taken during our time together and the most common sight was that of broad smiles and people getting along together.

We have some tremendous memories of the time we spent together in Perth and the spirit of cooperation, friendship and partnerships certainly made it a memorable event in 2009. I'm sure we can refresh those friendships and I look forward to us all working together to explore the conference theme of „*Changing Lives – Protecting Communities*“.

No doubt the past year has seen many challenges for all of us and once again I know you have demonstrated resilience and dedication that is largely unacknowledged by many in our communities. This week is again an opportunity where we can celebrate our achievements with those who truly understand what they mean and what it takes to succeed in this business.

To our colleagues from Japan, as hosts of the 2011 conference I wish you well and offer our support and assistance.

As I said in Perth, I would like to thank you all for your support for this conference, for the support you give to each other, and for the positive difference you make each and every day to your communities, to your countries, and to the offenders in your care and to your staff.



Handover of the APCCA symbols from Commissioner Ian Johnson, 2009 Conference host, to Commissioner Don Head



Elder Robert Nahanee greets the conference delegates with a special prayer

AGENDA ITEM 1

NATIONAL REPORTS ON CONTEMPORARY ISSUES IN CORRECTIONS

1. Introduction

For over a decade, the first agenda item at APCCA conferences has been the 'National Reports on Contemporary Issues in Corrections'. These reports always reveal a wide range of issues which reflect not only different traditions with respect to corrections, but also the broader cultural, historical, economic and socio-political diversity of the region. However, despite this great diversity, it is clear that correctional administrators face many common themes.

This agenda item plays a particularly important role in APCCA proceedings and in APCCA history. First, it offers all countries, however large or small, equal standing to share information about the challenges they face and the initiatives they are adopting to address those challenges. Secondly, the topic ensures a high level of continuity in the organization's knowledge base. Thirdly, it has greatly contributed to cross-jurisdictional and longer term understanding of trends and issues across the region.

An examination of APCCA reports over the past decade will show far how the organization and the conference have progressed. On average, more countries are now represented at APCCA and, as a result there are many more delegates. The papers that are prepared and the presentations that are made have improved in terms both quality and depth, and there is greater openness and sharing of information. These improvements are a tribute to all participants.

This report provides an analysis of the issues raised during Agenda Item One at the 2010 conference in the light of core themes which have emerged in the past decade. It shows that the transformations experienced at APCCA are symbolic of some fundamental and positive transformations that are taking place with respect to correctional services across the region.

The greater maturity of debate about corrections in the Asia Pacific, and the growing international influence of countries in the region, is also illustrated by the fact that in December 2010, the United Nations General Assembly adopted the 'Bangkok Rules'. The Bangkok Rules, championed by Thailand, lay down standards for the treatment of women prisoners which complement and supplement the more general United Nations Standard Minimum Rules for the Treatment of Prisoners.

2. 'Changing Lives, Protecting Communities'

For the 2010 conference, the Correctional Service of Canada (CSC) selected the theme 'Changing Lives, Protecting Communities'. The conference logo was designed by an Aboriginal offender to reflect the conference theme. It consisted of two eagles, a bird with special symbolic significance in Aboriginal culture, one red and one black. Taken together, the logo and the conference drew attention to the depth of trauma and dysfunction experienced by many prisoners and the need to address this trauma (as well as the trauma suffered by victims of crime) in order to reduce recidivism and to protect the community.

This meaningful theme and its supporting logo represent the key challenges faced by all modern correctional systems. However, it is important to reflect on the fact that such a theme would have been most unlikely at an APCCA conference fifteen or even ten years ago. At that time, APCCA's focus was far more 'inward looking', with the annual conferences mainly examining issues such as custody, security, recruitment and training in the context of prisons. The broader focus, which now extends to community protection, community corrections and re-entry, has evolved over the past decade and will no doubt continue to evolve further.

Delegates to the 2010 conference had valuable opportunities to learn about a number of CSC initiatives which are taking place under the overarching theme of the „Transformation Agenda“. The Transformation Agenda aims to improve correctional outcomes in terms of enhanced public safety and positive changes to the lives of offenders.

In essence, the Transformation Agenda emerged from a comprehensive ground up review of the extent to which the CSC could be said to be meeting the goal of public safety. It concluded that although a great deal had been achieved over recent years, especially in the development of offender treatment programs, there were several areas that needed expansion, such as employment training and skill development. It also identified some emerging challenges, including a growth in prisoner numbers (which have been relatively stable over recent years) and a changing prisoner profile (including more people with serious mental health issues and more elderly prisoners). In essence, the Transformation Agenda heralds a rebalancing of correctional goals and services in the following areas:

- ✧ Enhancing offender accountability
- ✧ Eliminating drugs
- ✧ Enhancing correctional programs and interventions
- ✧ Modernizing physical infrastructure
- ✧ Strengthening community corrections

3. Transformations in Corrections in the Asia Pacific

It is fair to say that correctional services across the region have been in a period of significant transformation over the past decade. Although it is easy to focus on the more negative aspects of corrections, such as the levels of overcrowding that are still endemic in some parts of the region, the transformations that have occurred are generally positive. And although there are many regional and cultural differences, there is also considerable uniformity in the goals and aspirations of correctional administrators. There is little doubt that APCCA has contributed to these developments and shared perspectives.

Transformation 1: Capacity building in developing countries

The overriding priority for a number of countries over the past ten years has been 'capacity building'. In other words, it has been necessary to build up the physical infrastructure, the human resources, and the laws and policies relating to corrections in a way that is both planned and sustainable. There have been some major achievements in this regard.

Even in the late 1990's, Vietnam and, in particular Cambodia, were still rebuilding after years of destructive wars. They were struggling to meet the basic needs of their general population in terms of housing, food and safe water supplies and it was very difficult to find resources for the prisons.

Both Cambodia and Vietnam have made enormous improvements in the intervening period, both to the physical infrastructure of their prison systems and to their laws and procedures.

Mongolia has attended every APCCA conference since 1998, at which time it referred to very poor prison conditions which were a breeding ground for tuberculosis and other diseases. Ten years later, the Mongolian delegation showed pictures of modern, fit-for-purpose prison facilities and also discussed the law and policy reforms which have underpinned these developments.

A number of other jurisdictions, notably Sri Lanka and the Solomon Islands, have been through periods of serious ethnic tension and disorder in the past decade. This inevitably impacted on prison services. Both countries now appear to be moving forward in more positive ways. The Solomon Islands has already made very real progress (despite also facing problems as a result of a tsunami). Sri Lanka faces a difficult task because of the severity of the civil war, but is embarking on some major restructuring projects.

Many countries in the region have faced problems in the aftermath of natural disasters which have directly impacted on prisons. For example, China has faced earthquakes and floods and the Philippines has seen jails flooded. Indonesia has probably suffered most from such disasters, including Tsunami's, volcanic eruptions and earthquakes. It has been impressive to learn of the efforts that have been made to address these problems and at the 2010 conference, Indonesia showed pictures of some modern purpose-built facilities.

Although many challenges remain, there is therefore real evidence that developing countries across the region have managed to build or rebuild their correctional capacity over the past decade despite facing some formidable hurdles. International aid programs (for example, through AusAID) have played a role. Importantly, Indonesia also singled out the lessons that had been learned from APCCA over the years.

Transformation 2: Penal philosophies

The 2010 conference theme and the topics of the Agenda Items reveal the extent to which penal philosophies have shifted. Prisons are not places where people are simply 'punished' or 'stored' until release. They are one part of a broader correctional system with broader and more positive goals. Canada's Transformation Agenda is just one example of the evolving philosophies, language and expectations. Four other selected examples will serve to illustrate some of the key changes.

- ✧ In India, the Supreme Court has made three key propositions about the treatment of people in custody. First, a person in custody is not a 'non-person'; secondly, he or she is entitled to all human rights within the limits of the punishment of imprisonment; thirdly, there can be no justification for aggravating the suffering inherent in incarceration.
- ✧ Hong Kong (China) has revised its Vision-Mission-Values statement to reflect a stronger, more outward looking focus on 'social stability and public safety'.
- ✧ New Zealand is undertaking a comprehensive reassessment of priorities and directions entitled the 'Way Forward'. Similar to Hong Kong (China) and Canada, the aim is to improve outcomes in terms of public safety.
- ✧ Singapore is introducing more modern forms of community based sentences. These will complement and draw on the experience gained through existing reintegration initiatives, exemplified by the Yellow Ribbon Campaign.

It is easy enough to espouse new penal philosophies but the real test is whether they can be put into practice. The rest of this review shows that, on a number of fronts, there has been actual, measurable progress.

Transformation 3: Engaging community and family

All jurisdictions are moving away from the notion that the role of prisons is to excise prisoners from the rest of society. Prisoners are now generally seen as members of the community who will be returning to the community. As a result, there have been many developments which aim to foster greater community and family engagement.

Community and family engagement has also moved from a rather hesitant and experimental phase ten years ago to an accepted and positive feature of a modern correctional system. Over recent years, Hong Kong (China) and Singapore have pioneered a number of innovations and at the 2010 conference they again provided some interesting examples and reflections. In Hong Kong (China), for example, a TV variety show has recently been added to a wide range of other activities designed to enhance public understanding.

Greater public awareness and support are good things in themselves, but there is also growing interest in assessing whether they translate into measurable improvements in correctional outcomes. Singapore's Yellow Ribbon Campaign has been discussed at numerous conferences and has certainly succeeded in raising awareness (for example, in 2010, 7,600 people took part in a sponsored run / walk, raising around S\$110,000). The concept of the Yellow Ribbon Campaign has also been successfully 'exported' to some other jurisdictions, including Fiji. However, Singapore's 2010 presentation explained that the next stage of development is to ensure that the Yellow Ribbon Campaign and other initiatives achieve tangible and sustainable correctional *outcomes*.

Imprisonment inevitably involves separation from family and loved ones. However, APCCA papers increasingly recognize that there are some very real benefits in providing opportunities for family engagement. Such opportunities can operate as an incentive for good behaviour, and family support is also generally a positive element in successful reintegration.

In some countries, modern technology offers considerable potential for increased family contact, especially in the form of 'internet visits'. Such visits are now quite common in Hong Kong (China), Japan, Korea, Singapore and Thailand. Australia and a number of other countries are trialing similar technology. Other examples of family engagement raised at the 2010 conference include the following:

- ✧ Macao (China) is developing 'family programs' for people while in prison and after release.
- ✧ A number of Australian prisons hold special „family days“ to mark occasions such as Christmas. Families are able to mingle with prisoners in a more informal setting than a standard prison visit. Family days have proved successful and operate as a good incentive.
- ✧ A number of jurisdictions (including Macao (China), Singapore and some parts of Australia) encourage prisoners to read books and record those readings for their children.

Transformation 4: Transparency and accountability

Prisons must, of course, be secure. But they are now regarded as less of a „closed“ environment than ten years ago. This is evidenced by the efforts to reach out to communities and families that

have just been described. It is also evidenced by the fact that a far stronger emphasis is now placed on accountability and external scrutiny.

The history and nature of prison culture is such that external scrutiny and accountability was at one time often seen as a 'threat' or a negative factor. It was thought to impact on security and to give prisoners too many ways to challenge authority. However, the 2008 APCCA conference concluded that, on balance, external scrutiny is positive and beneficial.³ In 2010, New Zealand commented that under the new *Way Forward* philosophy, accountability and professionalism are *core and complementary* goals.

The models of external scrutiny, and the challenges that they pose, were the subject of detailed discussion at the 2008 and 2009 conferences but some general observations can be made here.

- ✧ *Human rights principles.* These principles increasingly feed into correctional practices. In many countries, human rights organizations have also become more active in examining correctional practices. The countries in which this is most evident are probably Canada, Australia, Hong Kong (China), India, Indonesia, Japan, Korea, Malaysia, Cambodia, Macao (China) and Thailand.
- ✧ *Specialist inspection and accountability systems.* All countries in the region now have stronger internal accountability processes and some also have specialist external bodies with strong powers. These external bodies include the 2010 host Canada's Office of the Correctional Investigator and the 2009 host Western Australia's Office of the Inspector of Custodial Services.
- ✧ *The media and the public.* Transparency and accountability can also come from engagement with the media and with the public. The 2010 conference papers provided some interesting examples of this, including successful prison „open days“ in Kiribati and „the Nation-wide Corrections Exhibition which is annually held in Tokyo, Japan“ (more than 12,000 people came to this exhibition and total sale amounted to nearly 55 million yen in 2010).

Transformation 5: Modern corrections legislation

Good modern laws and regulations are the key to achieving systematic practices and improved correctional outcomes. The papers presented to the 2010 conference confirmed that the past three to four years have been a period of quite remarkable change in terms of the enactment or drafting of new laws in the region. Illustrative examples include the following:

- ✧ Australia: there have been many changes in different jurisdictions. However, of particular interest is the implementation of corrections legislation that is explicitly 'human rights'-based in the Australian Capital Territory.
- ✧ Brunei: a new Prisons Act is in the final draft stage.
- ✧ Cambodia: draft correctional laws have been drawn up to give legislative support and confirmation to the positive changes that are already occurring.
- ✧ China: the prison laws are subject to continual revision, with a strong focus on achieving common goals and practices across a vast country.
- ✧ Indonesia: in 2010, the Framework on Corrections was developed.
- ✧ Japan: major changes to prison laws were completed in 2007.

³ See N Morgan and I Morgan, *Reports of the Proceedings of the Asia and Pacific Conference of Correctional Administrators: Malaysia* (2008) and *Western Australia* (2009).

- ✧ Kiribati: new frameworks are being developed, drawing on the experience of countries such as Australia and New Zealand as well as other Pacific Islands such as the Solomon Islands and Fiji.
- ✧ Malaysia: The Prisons Act underwent substantial modernization and revision in 2008.
- ✧ Mongolia: New regulations have been progressively rolled out over the past three years.
- ✧ Solomon Islands: A New Corrective Services Act was enacted in 2007 and new Regulations in 2008. Both are fully in force.
- ✧ Vietnam: comprehensive new laws were enacted in 2010 and are due to come into effect in 2011.

Transformation 6: National and international „standards“

Legislation and regulations cannot cover every aspect of prison design and management and the papers presented to APCCA conferences refer more and more to the notion of developing national 'standards'. These can relate to prison design and conditions, and also to operational activities.

The United Nations Standard Minimum Rules for the Treatment of Prisoners (the „UNSMR's“) provide a general starting point. APCCA members frequently refer to these standards and to some extent 'measure' themselves against them, or seek advice as to whether they are being met. However, the UNSMR's are now somewhat dated, having been agreed in 1955. Furthermore, the general view of APCCA members is that, as the Solomon Islands put it, the UNSMR's are to be read subject to what is „possible, practicable and sustainable“ in the particular jurisdiction. For example, the UNSMR's are largely based around the notion of single-cell accommodation. This is at odds with the realities of living in the general community in many Asian countries where sleeping and living spaces may be shared and cramped by 'Western' standards. In those countries it is not necessarily inappropriate to provide larger, dormitory style accommodation for the majority of prisoners: the real issue is whether the accommodation and correctional practices meet appropriate standards.

It is therefore very significant that more countries are now developing their own 'standards'. Australia first developed national standard guidelines for corrections in 1996, and then revised them in 2004. New areas, such as prisoner transport (2009) are now also becoming subject to national guidelines.

Other examples from the 2010 conference include the following:

- ✧ China has developed detailed revised standards for prison construction and conditions.
- ✧ Cambodia's draft correctional law is backed by 'minimum standards for design and construction“ and also an 'inspection standards manual' to be used to assess and ensure compliance.

Transformation 7: Targeting and financing new infrastructure

There have been major building and renovation programs across large parts of the region. As a result, a number of countries, including Japan and Malaysia, appear to be experiencing rather less severe levels of overcrowding than in previous years.

Ten years ago, privately operated prisons were in their infancy in the region and there was a good deal of opposition to their establishment. However, they are now a well-established part of the scene in some Australian jurisdictions. The evidence is also that properly monitored private operators can deliver a high quality service and can offer innovation. Other countries with „PPP“ ('public private partnership') or „PFI“ („private finance initiative“) arrangements are Japan and New Zealand. Japan

already has a number of prisons which are operated jointly by public and private staff. New Zealand is embarking on an ambitious prison expansion program, which will include a number of PPP arrangements, and which are drawing on Australian experience.

Good planning requires not just „more beds“ in prison systems. It involves meeting the *needs* of the corrections system as a whole for the foreseeable future. This should mean that new infrastructure is targeted to the needs of particular groups. Some examples of this are obvious. Women and juveniles, for example, require specific accommodation. And Canada's long-term planning includes a focus on the needs of older offenders and people with serious mental health issues.

Korea provided a particularly interesting example of targeting specific groups and projected needs. It is constructing new prisons for foreign prisoners (2010), sex offenders (2011), and those needing high levels of medical care (2015).

Transformation 8: Sustainability

In the modern world, attention to environmental sustainability is a necessity not an optional extra. Presentations to recent conferences have shown a much sharper focus across the whole region on developing more sustainable practices, such as recycling and measures and incentives to reduce water usage, power use and waste. Many prisons are also taking the opportunity to try and educate prisoners in more sustainable living practices when they return to the community.

Prison design is also taking greater account of sustainability. Two interesting examples in 2010 were provided by Japan and Korea. In Japan, very large scale solar panels are being built into prisons. And Korea is utilising complex geothermal exchange systems in some of its facilities. All countries will no doubt benefit from learning more about how these systems operate as well as any challenges they pose to a secure custodial environment.

Transformation 9: Offender Profiles

Most prison systems face the prospect of housing more prisoners. In addition, many countries say that the profile of offenders is becoming more complex and problematic. This poses challenges in terms of managing correctional facilities, of making positive changes in offenders' lives and in terms of improving community safety.

Four examples that were mentioned at the 2010 conference were as follows:

- ✧ Canada and Thailand both mentioned the challenges faced by more sophisticated gang activities, especially those who are involved in the illicit drug trade and who have access to money and other resources.
- ✧ China commented that three 'growth' areas are the number of women involved in criminal activity, drug related crime and crimes involving the use of weapons.
- ✧ Indonesia has unfortunately needed to confront the threats posed to prisons and to public safety by extremist and terrorist activity.
- ✧ Canada, Australia and several other jurisdictions noted that the number of offenders with serious mental health issues is on the increase.

Future APCCA conferences will no doubt return to these themes and issues.

Transformation 10: Women prisoners and the Bangkok Rules

Women generally constitute a growing percentage of prison populations across the region.⁴ However, they still tend to be a small proportion of the total population (usually between five and eight per cent). As a result, their needs can become „bst“ to those of the men. It is therefore important to report on a number of developments.

Some jurisdictions are developing new women's prisons which are designed to provide a better service to women prisoners with respect to health, programs, education, training and family needs. Hong Kong (China), which has a relatively high number of female prisoners, provides a good example. It has recently opened one new prison specifically geared towards women prisoners and is in the process of planning more.

Internationally, however, the most significant development is the fact that Thailand has played the lead role in promoting the development of standard minimum rules for the treatment of female prisoners. The ELFI project ('Enhancing the Lives of Female Inmates') has been championed by Her Royal Highness Princess Bajrakitiyabha with support from the Thai government.⁵ In 2009, Thailand sponsored a meetings of expert in Bangkok to draft standards.

At the time of the 2010 APCCA conference in Vancouver, the draft standards were being considered by various committees in the United Nations. On 21 December 2010 the General Assembly adopted the draft rules which will be known as the 'Bangkok Rules'.⁶

APCCA members will follow these developments with great interest. The Bangkok Rules will provide a useful reference point for APCCA members, as the UNSMR's already do (see above). It is also very significant that a major United Nations initiative in the area of corrections has been driven by an Asian country which has been a long term supporter of APCCA.

4. Conclusion

This report does not purport to cover all aspects of the papers presented by APCCA members to the 2010 conference. It has attempted to provide a thematic review of major trends and directions and has selected examples to illustrate those trends.

Overall, it is clear that correctional services across the Asia Pacific continue to face many challenges. However, this review has shown that the past decade has been one of remarkable and positive change. There can be no doubt that APCCA has played a significant role in both promoting and monitoring these changes. All delegates and hosts should take pride in that fact. The recent United Nations adoption of the Bangkok Rules is another sign of the growing importance and influence of Asian and Pacific countries in the international arena.

⁴ See N Morgan and I Morgan, *Report of the Proceedings of the 29th Asia and Pacific Conference of Correctional Administrators, Western Australia* (2009).

⁵ For a more detailed account of the history and goals of the project, please see http://www.moj.go.th/upload/main_content/uploadfiles/10257_9783.doc

⁶ See <http://www.un.org/News/Press/docs//2010/ga11041.doc.htm>



The United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI) was represented at the APCCA 2010 Conference by Professor Yuichiro WAKIMOTO



Commissioner Don Head delivering his opening remarks

AGENDA ITEM 2

ASSESSING THE PERFORMANCE OF CORRECTIONS (THROUGH INTERNAL AND EXTERNAL MECHANISMS)

1. Introduction

Governments expect all their departments, including those responsible for areas such as health and education as well as those responsible for corrections, to meet performance targets and to offer value for money. Increasingly, society and the media also expect prisons to be more transparent and accountable. Recent APCCA conferences have therefore recognized that it is important (i) to develop standards for performance in the delivery of correctional services; and (ii) to establish processes to assess whether those standards are being met. The Indian paper to this conference expressed the point as follows: *“transparency ... is the basic principle of any democracy. Democracy without transparency is hypocrisy, therefore transparency in prison administration is a must.... Within this overarching principle...the development of a robust performance evaluation system is the next logical step.”*

Previous conference discussions have noted that both “internal” and “external” mechanisms can play a role in assessing performance. “Internal” mechanisms are those that operate within the correctional department itself, and on which the department will report to the government. These internal mechanisms can take a number of different forms. “External” mechanisms can also take a number of different forms. They include the establishment of specialist corrections inspectorates, reviews by government bodies charged with overseeing public sector performance in general; and even reviews conducted by private sector companies. This Agenda Item gave delegates the opportunity to discuss issues surrounding the establishment of performance measures and also the processes and mechanisms that are adopted to assess performance against those measures.

2. Context and Structure of Papers

Five jurisdictions made presentations (Canada, Hong Kong (China), India, Malaysia and Singapore). In addition, Brunei, Cambodia and Indonesia prepared written papers. All of the papers agreed that performance measurement and reporting are critical in terms of accountability within the organization and in terms of public accountability and transparency. Ultimately, good measurement and proof of performance is also critical to obtaining funding. For example, the Malaysian government's current agenda is encapsulated by the slogan *“People First, Performance Now.”* Or, as India put it, *“what gets measured gets done”*.

However, it is difficult to develop accurate „performance measures“ in such a complex area of human services as corrections. This is especially true because performance measurement is also a means to an end, and not an end in itself. In other words, there is no point in measuring things for the sake of it: the purpose should be to *improve outcomes*. India's paper expressed the point by saying that: *„earlier, it was only inputs that were measured. Then attention shifted to outputs. Now the focus is on outcomes.”* It is therefore necessary to develop measures of „outcomes“ (or „results“) that can be applied *objectively* and that can be used to assess whether performance improves *over time*.

Most of the papers explained how the various forms of internal and external scrutiny operate and how they relate to each other. However, Canada's paper focused primarily on issues relating to the methodology of measurement and on the challenges that can arise from having to report within the general frameworks which central government establishes for all its departments. Canada's paper pointed out that there are many variables in terms of whether an offender 'succeeds' on release, and that many of these variables are outside the control of correctional services. It therefore argued for a multi-faceted 'weighted index' approach to performance measurement. Singapore's paper alluded to the same general issues but explored the problem through the concept of „key *risk* indicators“ (or „KRI“s“) operating alongside the well-known notion of key *performance* indicators (KPI“s).

This review of Agenda Item 2 begins with an examination of the „weighted index“ approach suggested by Canada and of the „KRI approach“ suggested by Singapore, both of which are still in the relatively early stages of development. It then discusses the various internal and external mechanisms for performance measurement and reporting that were outlined in the papers.

3. A Results-Based “Weighted Index” Approach

The Correctional Service of Canada (CSC) pointed out that measuring 'success' is not easy and that sometimes 'what we measure can tell different stories'. For example, if a correctional service decides to target illicit drug use in prisons through tougher screening of visitors and staff and through the more frequent drug testing of prisoners, more drugs will be detected and more drug use will be revealed. However, depending on how this is reported, there is a risk that this will be portrayed in negative terms as a sign of failure rather than a sign of success.

More generally, corrections is a profoundly human service in which a complex set of factors may lead to 'success' or 'failure'. Simply measuring 'recidivism rates' (an exercise which itself raises some methodological issues) may provide a starting point but it does not provide a complete picture. For example, an offender who has completed all relevant rehabilitation programs in prison may lapse into substance abuse and further offending if he or she is unable to obtain housing or employment on release. But this does not necessarily mean that the programs themselves were a 'failure'.

CSC therefore argued for the development of 'results-based' measures which take account of the different variables and weigh those variables. Under this model, the end result would be a multi-faceted 'effectiveness index'. This is best illustrated by considering one of the key objectives of the CSC's 'Transformation Agenda', namely, improving the 'employability' of prisoners. Unfortunately, the ability of the person to obtain employment on release will depend as much on the prevailing economic conditions as on their skills and 'employability'. Equally, it is possible that some ex-prisoners would have obtained employment anyway, irrespective of program completion in prison. An 'effectiveness index' would weigh the completion of employment development programs along with other factors such as the strength of the national labour market. In developing the index, the performance measurement division of CSC will draw on information drawn from independent research and evaluation sources as well as its own resources.

CSC said that the new effectiveness indexes are still in the process of development and acknowledged that one of the challenges will be to ensure that the indexes, once developed, are understood and are recognised as relevant by staff 'on the ground'. However, it is clear that this approach is one that all countries will watch with interest.⁷ It should allow a more balanced, accurate, subtle and effective approach to performance measurement.

⁷ The CSC paper also provides detail on the Management Accountability Framework (MAF) required of all Canadian government departments by the federal government; and the Program Activity Architecture (PAA) and Performance Management Framework (PMF) that have been put into place by the CSC to meet MAF requirements. Readers should consult the paper itself for these details.

4. “Key Risk Indicators” and Key Performance Indicators

The Singapore Prison Service (SPS) adopts a multi-pronged approach to performance measurement. As in most countries, the most obvious measures are key performance indicators (KPI's) which provide the main avenue for reporting to the government and the public.

In order to contribute to a safer society, SPS's three core 'businesses' are:-

- ✧ 'executing justice' (safe, secure and humane custody and the administration of sentences);
- ✧ 'reducing re-offending' (treatment, rehabilitation and aftercare); and
- ✧ 'preventing offending' (contributing to crime prevention initiatives in the Ministry of Home Affairs).

The KPI's of the SPS are based around these core elements of its business framework. The KPI's are monitored and reported at several levels within SPS and are also reported to relevant ministries (including the Ministry of Home Affairs and the Ministry of Finance).

However Singapore's paper pointed out that „while KPI's provide the clearest way of measuring an organization's performance, it is vital to bear in mind the risk factors that can have an impact on ... performance.“ Some of the identified risk factors are internal to SPS and some are external. SPS has embarked on a detailed process of identifying risks that would impact on its Mission and Vision and rating those risks on a scale from „very low“ to „very high“. The risk rating scale reflects two main considerations: the impact / consequences of the event and the probability of it occurring.

Similar risk rating exercises are also undertaken with respect to a range of matters in a number of other jurisdictions. However, Singapore's ultimate goal is somewhat higher level. It is to develop *quantifiable and measurable key risk indicators (KRI's)* which can then be reported alongside the KPI's. Measurable KRI's will not only benefit SPS in terms of providing a more accurate assessment of performance, but will also benefit the Ministry of Home Affairs (and therefore the whole of government) as they can feed into national risk management strategies.

The Canadian and Singaporean models are therefore somewhat different in language and structure. And both are in the stages of development. However, both share the same common goal: to improve performance and accountability through the development of more balanced and nuanced measures.

5. Internal Mechanisms

All of the papers emphasised the importance of effective internal processes for performance monitoring and assessment, and the Indonesian paper expressed the view that 'supervision is the key'. All correctional departments demand performance assessment and accountability at the institutional level and also at higher levels of the department, and the papers provided a number of examples and methods, many of which are still evolving.

All the papers referred to the importance of having a quality assurance division that sits within the corrections department but is independent of the institutions. One of the most fully developed models is in Hong Kong (China). The Quality Assurance Division (QAD) of the Hong Kong Correctional Services Department (CSD) has a number of roles and includes an Inspectorate Sub-unit. The Inspectorate Sub-unit has devised an Inspection Checklist based on existing laws, operational guidelines and standing instructions.

The Inspectorate Sub-unit of the CSD undertakes three main activities. First, 'full inspections' of every facility occur on a five-year cycle. These inspections last from four to ten days depending on the facility and involve 'marking' the institution's performance against the checklist. The report is forwarded to the institution head after it has been endorsed by the QAD head. The institutions are required to report back on actions taken and there is a follow-up inspection 12 months later. Secondly, the Inspectorate Sub-unit may undertake 'thematic inspections'. This term is used to denote inspections into specific issues at particular institutions and generally involves one day 'on site'. Finally, there may be 'unannounced' inspections. These are used sparingly, usually in response to specific incidents of concern.

The Inspectorate Sub-unit of the CSD also allocates scores to the different institutions. 'Marks' are awarded where the institution falls short on any matter, so that the lower the score, the better the performance. These scores are known to the different institutions and are seen as a form of 'benchmarking'.

Cambodia provides a good example of the evolution of a much sharper focus on standards, performance measures and outcomes. In February 2010, Cambodia established an Office of Inspection within the General Department of Prisons. This eight-person team is currently undertaking inspections of all facilities to ensure compliance with required procedures. It also has the jurisdiction to investigate incidents and to provide advice about potential improvements. In addition, the Office of Inspection monitors the activities of NGO's to ensure they comply with the terms of the relevant memorandum of understanding.

Brunei and Indonesia are also placing increasing weight on performance measurement and organizational restructuring is underway to achieve this. In Brunei, the Rehabilitation and Aftercare Division has the key role to play in initiating quality management in areas such as prisoner programs, re-entry and staff competencies. If there are allegations of mistreatment, these can be investigated by officers with experience of prison operations but who are independent of the institutions themselves. In Indonesia, the monitoring of performance has traditionally been the responsibility of the Directorate of Security and Order, but a draft organizational restructure, prepared in early 2010, has proposed the establishment of a new Professional Development Sub-directorate.

In Singapore, there is a Staff Inspectorate Branch which reports directly to the Deputy Director of the Singapore Prison Service, and operates independently of the operational side of the Service.

6. External Mechanisms

It is generally accepted that some level of independent external scrutiny can contribute to public understanding and support as well as improved correctional outcomes. The papers provided many examples of such independent scrutiny. Broadly speaking, they fall into three categories: 'prison visitors'; accountability agencies that operate across the whole of government; and other bodies.

(a) Prison visitors and related schemes

Several countries – most notably the ex-British colonies of Brunei, Hong Kong (China), India and Singapore – have had independent prison visitor schemes for several decades. Typically, as Brunei explained it, these schemes rely on unpaid lay people with an interest in corrections who will visit the prisons regularly (usually once a month) to listen to prisoners' complaints and generally to inspect

the facility. They will then send a report (usually to the prison department but sometimes to the relevant Minister).

A number of other parties may also play a role as visitors to custodial institutions. For example, in Cambodia, representatives of the king, members of the National Assembly and the Senate, judges, prosecutors and provincial governors all have the authority to visit prisons.

Some countries will also establish committees to provide advice on specific aspects of corrections. Singapore, for example, has established an Institutional Disciplinary Advisory Committee / Institutional Disciplinary Review Committee (IDAC/IDRC) to consider cases where corporal punishment is awarded by a superintendent for a breach of prison discipline. IDAC/IDRC's role is to review such cases and to provide advice to the Director of Prisons.

(b) Whole of government accountability agencies

The papers provided a number of examples of agencies which operate across the whole of government to improve performance standards and accountability. There are four main 'groupings' of such agencies.

First, there are bodies with responsibility for examining *expenditure, efficiency and cost effectiveness* across the public service. Australia and Singapore have offices of the 'Auditor General' which fall into this category. In India, similar functions are performed by the Comptroller and Auditor General, and Malaysia has an Audit Department and an Administration Modernisation and Management Planning Unit.

Secondly, some bodies are established to examine any issues of *corruption*. These include the Independent Commission against Corruption in Hong Kong (China) and the Corruption Eradication Commission (KDK) in Indonesia.

Thirdly, many countries have established independent bodies to examine *complaints* by prisoners. The most obvious example is the office of the Ombudsman (examples of which are found in Australia and Hong Kong (China)). Canada has established the Office of the Correctional Investigator (OCI), which operates, in effect, as a corrections Ombudsman.

Fourthly, there are *equal opportunity and human rights bodies*. The papers provided numerous examples of such bodies. In Hong Kong (China), they include the Equal Opportunity Commissioner and the Privacy Commissioner. In Malaysia, they include the national Human Rights Commission (SUHAKAM).

(c) Other bodies

There are many other examples of bodies that may independently examine correctional issues. Some of these, such as the Committees of Inquiry discussed by Brunei and Singapore, operate on an 'as needed' basis and are generally only established in the aftermath of a particularly serious incident or breach of security. Others, such as the Office of the Inspector of Custodial Services in Western Australia are permanent statutory bodies.

Malaysia and Cambodia also referred to the involvement of non-government sector organizations (NGO's) and international human rights organizations. Malaysia commented that the International Committee of the Red Cross (ICRC) had visited facilities in 2009. Cambodia stated that both the ICRC and the Office of the United Nations High Commissioner for Human Rights (UNHCR) have

entered agreements with the Cambodian government to undertake inspection-type work. Cambodia also has a number of domestic NGO's which engage with correctional issues.

7. Conclusion

The papers on this Agenda Item not only gave delegates an insight into performance measurement and accountability in the different jurisdictions but also provided a number of ideas that can help improve such measurement in the future.

The difficulties that all countries face in developing appropriate performance measures were summarised as follows by Hong Kong (China): 'Statistical evidence is often used to determine progress toward specific defined organizational goals. However, performance measurement in corrections may be somewhat problematic since the services are hard to measure. The questions are:-

- ✧ What is being measured?
- ✧ Whose perspective?
- ✧ Are service outcomes measurable?
- ✧ Are the measurements effective?

The key points that emerged from the papers and discussions were as follows:

- ✧ Measuring performance is critical to:-
 - (i) the internal management of an organization;
 - (ii) public accountability and transparency; and
 - (iii) the ability to argue the case with government for public funds to be directed to corrections rather than elsewhere (e.g. hospitals, schools or the police).
- ✧ Penal philosophies have moved away from a narrow focus on custody and containment, and towards a stronger focus on 'corrections'. As a result, it is no longer sufficient to simply use measures such as 'number of escapes' or 'number of serious assaults'.
- ✧ Performance measurement should reflect correctional *outcomes* (not just 'inputs' or 'outputs').
- ✧ It is extremely difficult to construct accurate and effective performance measures for corrections because of the multitude of factors that can impact on a successful outcome.
- ✧ Canada's „weighted index“ approach and Singapore's Key Risk Indicator (KRI) approach are in their relatively early stages of development. However, they offer an opportunity for more accurate, nuanced and effective measures that will enhance accountability and transparency.
- ✧ It is critical to ensure that the relevance and importance of 'high level' indicators established in the organization are effectively communicated to and understood by staff 'on the ground'.

This is a topic that will clearly merit further detailed consideration by APCCA in the not-too-distant future.



The APCCA symbols – a Fijian war club, an Indian brass lamp and the APCCA flag

AGENDA ITEM 3

STAFF WELL-BEING AND PROFESSIONAL DEVELOPMENT

1. Introduction

It is generally accepted that a workforce that is contented, confident and skilled, and feels valued by management will outperform a workforce that feels undervalued, discontent and disengaged. Staff attitudes and well-being reflect a complicated set of factors, including access to career development opportunities, feeling that their workplace “is a good place to work” and a sense of support from management.

Correctional services face a number of challenges in terms of staff well-being and professional development because of the changing role and expectations of staff. Uniformed staff are no longer „turnkeys” (i.e. people who just lock and unlock inmates) but professional correctional officers who are expected to build appropriately positive relationships with prisoners and to contribute to prisoners' rehabilitation. As some delegates to recent APCCA conferences have commented, there is a risk that media and human rights bodies focus on the welfare of prisoners and give little attention to the changing needs of staff. For example, overcrowding is generally a problem for staff as well as for prisoners.

The purpose of this Agenda Item was to share examples of initiatives which have been developed to improve professional development opportunities for staff and also those which focus more generally on staff „wellbeing”. Papers on this Agenda Item were submitted by Cambodia, Korea, Thailand and Vietnam. During the conference, powerpoint presentations were given by Canada, Hong Kong (China), India, Malaysia and Singapore.

Over the years, the role of corrections has changed significantly due to internal and external influences. Thus, correctional departments have taken a focussed and systematic approach to the provision of staff training, professional development and well-being of correctional staff as they are part of the departments' goals, mission and policies. For example:-

- ✧ Cambodia’s Strategic Plan (2008-2013) is to “*develop a human resource management policy for the professional development of staff*” and its General Department of Prison is actively responding to this issue.
- ✧ Canada’s goal is “*to become one of the top employers of choice within the Federal Public Sector and employee welfare and professional development are two key factors for success.*”
- ✧ Hong Kong (China) stated that over the years the role and function of its staff has shifted “*beyond a traditional custodial role to a human services role.*”
- ✧ Similarly, India stated that “*... correctional personnel are considered an instrument of social change.*”
- ✧ Malaysia highlighted the fact that “*correctional staff must be versatile in order to accept changes and prepare for the challenges – they represent the entire society.*”

Thus, around the Asia Pacific region, greater focus is placed on the learning and development of correctional staff in a number of areas such as governance, mandatory training, career development training, personal development training, educational assistance and support services to maintain the

well-being of staff. In Canada, a specific Board was established to manage the priorities and budgetary considerations for training and development programs for its staff.

2. Mandatory Training Programs

Generally, new recruits are required to undertake a basic training program to provide them with the initial knowledge and skills to perform their custodial role. Thereafter, intermediate and advanced courses are available for officers seeking career advancement and personal development.

- ✧ In Malaysia, it is compulsory for new recruits to complete a Junior Basic Training Program at a Training Centre, whilst those who have been appointed as Inspectors must complete a Senior Officer Basic Training Program. A compulsory training program has been designed for deputy superintendents in collaboration with local universities.
- ✧ Canada's new recruits attend various orientation/induction training programs to introduce them to gain knowledge of the organization's mission and operations (including training in firearms, crisis management, suicide prevention and First Aid).
- ✧ In Singapore, new prison officers are required to complete a Basic Officers Course to equip them with relevant knowledge and skills. With increased emphasis on jailcraft as a training focus, „role plays“ are conducted to make training realistic and practical. The course also incorporates an on-the-job training segment which enables trainee officers to apply their jailcraft skills in a controlled environment under the guidance of experienced officers. Upon graduation, operational officers also attend a monthly training program to further enhance their jailcraft knowledge and skill-sets under the revised 2-year jailcraft training syllabus.
- ✧ In order to meet the goal set out in the *Strategic Plan* for 2008-2013, Cambodia conducted a training needs analysis in 2009 which resulted in the establishment of a training facility at the Police Academy for its new recruits and existing staff. Correctional staff are also trained in self-defence, physical fitness and crime scene preservation.
- ✧ In India, all staff attend a training needs analysis. There is a three-tier system of training for prison staff to attend.
- ✧ In Thailand, new recruits attend a *Training Course for New Officers (Orientation)* to gain knowledge about correctional work and the laws and regulations relevant to corrections. Officers also have to attend an annual *Primary Custody Training Course* to gain insight into the treatment of prisoners, focussing on custodial measures and prison practices. Those who have been appointed as prison governors are required to attend a *Prison Governors Course* for training in administration, custodial management and treatment of prisoners.

3. Professional Development Opportunities

High quality professional development opportunities do not only benefit individual staff; they also bring benefits to the department as a whole. The papers and presentations discussed numerous forms of professional development opportunities for correctional staff.

In some countries, such as Hong Kong (China), the diversity in its prisoner profile (namely, different ethnic and social backgrounds, ages, health considerations and criminogenic history) have required staff to expand their knowledge to social work, counselling and healthcare matters. In Hong Kong (China), professional development and enhancement of knowledge are viewed as a life-long learning path which benefits the staff and the department as a whole. Thus, there is cooperation with universities and external training agencies to enable prison officers to enrol in accredited courses in

social work and nursing offered by local tertiary institutions and the Hong Kong Hospital Authority. For example:-

- ✧ *Certificate in Social Work for Correctional Services Officers* was launched in 1999. Since then, more than 300 staff have completed the course.
- ✧ *Advanced Diploma Social Sciences (Corrections) Program* is a joint venture partnership between the Correctional Services Department of Hong Kong and the University of Hong Kong which gave accreditation to its basic training course.
- ✧ A two-year *Hospital Authority Higher Diploma in Nursing* provides participants with the theoretical and practical training in nursing work. It enables the graduates to secure employment within prisons or at institutional hospitals to deliver quality medical services to inmates.
- ✧ A *Management Development and Training program* offers diverse topics such as leadership, financial management, legal and operational knowledge, to officers who wish to extend their career paths.

Brunei adopts a holistic approach in terms of delivering professional staff development programs. Training is also provided in management, riot, self-defence and counselling. Staff are given opportunities to study at a university (local or overseas) with government sponsorships. Secondments to another government department are also available. Formal arrangements have also been entered into between Brunei and Malaysia to train staff and to gain work experience in a different country.

Canada has a number of programs which complement each other for the benefit of the staff and the organization:-

- ✧ *Professional Development Training Programs* in leadership and human resources. Staff are selected on the manager's recommendation and/or completion of a competitive process.
- ✧ The *Career Development Training Program* focuses on an individual's personal development and support the individual in reaching his/her goal for a future with the organization or with another government agency.
- ✧ The *Personal Training Program* includes all the training needs identified by the individual and his/her manager. The program capitalises on the individual's strengths, areas of improvement and long-term career goals. For example, an Official Language Training is offered to those wishing to secure a bilingual position in the organization.
- ✧ The *Educational Assistance* scheme provides additional support to staff on a case-by-case basis. The types of support provided include education leave with or without pay, payment of tuition fees, flexible work hours to accommodate course attendance, and career development leave.

Similarly, in Singapore, a variety of professional development courses are offered to different levels of staff to further enhance their leadership and supervisory skills. Some examples include the following:-

- ✧ The *Superintendent Course* aims to equip staff with the knowledge and skills to prepare them for the Superintendent role such as crisis and intelligence management, legislative powers of superintendents, etc. Participants also spend some time overseas as part of an experiential leadership segment.
- ✧ Its leadership development program equips senior officers with the necessary skills to undertake the higher roles and responsibilities. As part of their leadership training during the Basic Officers' Course, senior officers spend 10 days in Nepal to undergo an impactful training program to stretch their physical endurance and mental resilience.
- ✧ Similarly, supervisory courses have been designed to prepare junior staff for higher level duties and responsibilities.

- ✧ In order to chart a senior officer's leadership development pathway, Singapore has developed the *Senior Prison Officers' Training Roadmap* which identifies the career path of senior officers and the appropriate development program for each level of leadership.

The Singapore Prison Service also provides its officers with opportunities for personal growth and advancement to complement the officers' capacity to take on higher responsibilities and challenges. These include:-

- ✧ *Secondments*, for two to three years, to another government agency. This enables the officer to be better prepared for his / her next posting at the prisons.
- ✧ *Sponsorships and reimbursements for accredited programs* – Staff are encouraged to upgrade their qualifications at universities (local or overseas) or other institutions. Officers may apply for sponsorships or reimbursement of the course fees. Selected senior officers are also sponsored to pursue post-graduate courses in criminology or public administration at a local or overseas university.
- ✧ In 2011, a revised *Diploma in Correctional Administration* will be available to junior officers on a part-time basis. The course was devised in conjunction with a local polytechnic with prison-specific modules in offender classification, risk management, psychology of criminal behaviour, etc.
- ✧ *Talent Management Scheme* – High potential senior officers are selected for the Talent Management Scheme and groomed for key leadership positions. "Grooming" practices include giving specific projects to the officers to test and stretch their abilities, observe decision-making by senior management, and secondments to the Ministry of Home Affairs. Recently, a similar scheme was developed for junior officers.

In Malaysia, professional development for staff consists of the following:-

- ✧ *Performance enhancement training* in functional competencies and generic competencies is delivered through basic and intermediate prison management courses.⁸
- ✧ A number of *Career Development Programs* are offered according to the ranks of officers. Officers wishing to be promoted need to satisfy a number of criteria (such as completion of required courses, a competency assessment process, support from the Prison Director, and performance appraisal).
- ✧ The *Career Development Program* has been enhanced through smart partnerships with local universities. For example, a 2-year Diploma in Law and Correctional Science provides junior staff with opportunities for promotion upon graduation. The *Postgraduate Diploma in Correctional Science* for deputy superintendents is conducted in collaboration with a local university.
- ✧ Each year, Malaysia conducts a number of courses (such as criminology and criminal justice system) at their Correctional Academy in Langkawi to meet the needs of correctional staff from the region.⁹
- ✧ Malaysia's prison staff are also sent to America and London for training. Middle management officers have been seconded to the Hong Kong Correctional Department to gain experience and knowledge in a different environment.

In India, the government has identified new initiatives to promote professionalism amongst staff. A national survey was conducted to identify the qualitative and quantitative key performance indices for prison personnel according to their ranks and their corresponding technical skills, human relations and organizational skills. Thus, a performance appraisal system was devised to assess the officer's

⁸ Functional competencies include security, rehabilitation, treatment, sentencing and social reintegration. Generic competencies include managing conflicts and change, problem solving and decision making, interpersonal skills, planning and assessment and team building.

⁹ UNAFEI, in Japan, also offers regular training programs which many APCCA delegates have attended over the years.

knowledge of jail policy and relationship with co-workers and superiors. To promote professionalism, specialised courses are conducted in anger management, social skills, stress management, counselling against drug abuse, leadership, and staff development and capacity building for prison welfare and corrections. Professional development training programs are organised by the government in areas such as human rights in prison management and personality development.

In Korea, each officer is required to complete an education program each year to enhance their knowledge and skills in correctional issues. Various types of programs (including foreign language classes) are conducted at a training institute, college or academy.¹⁰ Alternatively, officers can complete the educational programs on the internet. These cyber-programs are popular as they are easily accessible and can be done at any time. Prison staff are sponsored by the government to attend training courses, study abroad programs and universities in a foreign country. For example, prison staff have participated in programs conducted by the United Nations and Far East Institute (UNAFEI) in Japan.

Similarly, prison staff from Thailand have also attended training at UNAFEI. In Thailand, professional training courses are conducted at its Correctional Training Institute such as:-

- ✧ *Correctional Leadership Program*
- ✧ *Course in Penology* on principles of penology, comparative penology and criminology.
- ✧ *Professional Custodial Officers Course* to enhance staff's professional skills and knowledge.
- ✧ *Prison Wardens Course* to enable wardens to access career development opportunities.

Apart from the above regular training programs, the Department of Corrections of Thailand offers overseas training opportunities to staff such as:-

- ✧ Courses in Development of the Justice System and Rehabilitation of Offenders by the *Japan International Cooperation Agency (JICA)*
- ✧ Human Development Plan towards Rehabilitation of Inmates at the Correctional Academy in Langkawi, Malaysia
- ✧ Custodial Training at Brush Farm Corrective Services Academy, New South Wales, Australia
- ✧ A 12-week Brush Farm Service Academy's Visiting Scholar Placement Program in 2009-2010. The program covered topics such as managing young adult offenders, safe custody and work placement activities.
- ✧ In 2010, an executive participated in a 2-week Australian Correctional Leadership Program at Brush Farm Service Academy.
- ✧ Sponsorships for staff to pursue post-graduate qualifications in criminology and criminal justice. The scholars are required to enter into a contract with the government which requires them to work for the Thai government on completion of the studies.

The above international training opportunities and collaboration have fostered a strong relationship and cooperation between the correctional departments in Thailand, Australia, Japan and Malaysia.

Cambodia is currently engaging with relevant government agencies and development partners to fast track the process of developing and implementing long term training programs (primary, medium and high levels). In addition, local non-government agencies ("NGOs") have provided support regarding coaching, mentoring and train-the-trainer programs. This positive development in Cambodia reflects the department's commitment to providing staff training and professional development, and engagement with relevant stakeholders. It is interesting to note that Cambodia

¹⁰ For example, at the Legal Research and Training Institute, the Central Officials Training Institute, the Korea Police Investigation Academy and the School of Army Medical Officers.

and Vietnam have entered into a cooperation agreement to provide professional development in prison management for staff in the executive and management levels.

In Vietnam, a Prison Training School was established in 2008, in conjunction with the Police Academy, to offer Master and PhD courses in management and rehabilitation of prisoners, to its prison officials. Training in custody, protection, politics, social sciences, foreign languages, law, information technology, business and martial arts are also offered to correctional staff.

4. Participation in International Conferences and Forums

On an international level, most of the countries indicated that they have participated in various international conferences such as:-

- ✧ APCCA
- ✧ International Corrections and Prison Association (ICPA)
- ✧ Association of Paroling Authorities International (APAI)
- ✧ United Nations Congress on Crime Prevention and Criminal Justice
- ✧ In 2009, an annual *Beijing-Guangdong-Hong Kong-Macau Prison Forum* was held with the theme: “*Challenges that Emerge from Social Development to Penal Management*”. Hong Kong (China) stated that the conference enabled its officers to have in-depth discussions with other delegates. In 2010, the conference was hosted by China with the theme “*Information Technology and Correctional Services.*”

When Thailand hosted the ICPA in 2007, the correctional staff were given an excellent forum to share their experiences with other international participants on correctional issues and innovations, and to develop their professional capacity and knowledge at an international level.

Generally, the countries indicated that attendance at international conferences and forums were invaluable as they provided opportunities to exchange knowledge and experience on correctional issues with representatives from around the world. It is important to note that from a correctional officer’s perspective, attending the conference enabled the officer (junior and senior) to participate at the international level (for example, delivering presentations on specialised topics at APCCA) and to visit other penal institutions in other jurisdictions. International conferences also provide opportunities for correctional departments to establish closer relationships and correctional partnerships with other jurisdictions.

5. Staff Well-being

In addition to providing formal professional development opportunities, there are a number of other ways in which corrections departments seek to enhance staff well-being. There are at least two aspects to this: professional support and opportunities for social interaction.

Professional support to staff can be reactive or proactive:-

- ✧ *Reactive support* is where counselling or other services are provided to assist staff to deal with difficult situations that have arisen at work (for example, where a prisoner has committed suicide in custody or in the case of a serious assault on the staff member in question or on a colleague).
- ✧ *Proactive support* can take the form of educating staff on issues such as financial management, nutrition and health, and providing encouragement to commit to a healthy lifestyle.

Opportunities for relaxed social interaction provide a way for tension and stress to be reduced and can also help to build 'team spirit' within the organization. In some jurisdictions, there are staff clubs, sporting clubs and similar opportunities for staff (and sometimes their families) to meet, socialise and play sport. Given the cultural diversity of the Asian and Pacific region, there are many other ways in which corrections departments promote staff well-being.

The Correctional Service of Canada recognizes that ensuring the well-being of staff and the provision of professional development and learning opportunities serve to promote a healthy workforce, renew the public service, strengthen accountability and integrity, implement modern management practices, support innovation, and meet the business demands of the future.

Therefore, the *Employee Assistance Program* (EAP) and the *Critical Incident Stress Management Program* (CISMP) were implemented as joint initiatives with support from management and the Unions.

The EAP is based on a peer referral model whereby CSC employees, who have volunteered and who have been selected by the relevant Union and management, are given specialised training to assist and direct CSC employees and their families to the appropriate available resources. These include referrals to:-

- ✧ a range of professional services to resolve short-term and long-term problems
- ✧ counselling services (psychiatric and psychological) and social work services
- ✧ financial and addiction therapists
- ✧ family and marital therapists

The CISMP has been designed for CSC staff who are often involved in critical incidents. The program is two-fold:-

- ✧ It educates and prepares CSC staff to deal with potential hazards of being exposed to very stressful incidents
- ✧ It provides support and follow up services to individuals who have been involved in critical incidents.

Those involved in the EAP work collaboratively with committees, programs and partners as CSC's vision is to build a culture that promotes and supports the well-being of employees. In 2008, a Joint National Working Group was established by bringing together the Unions, management and employees, to examine and implement wellness initiatives throughout the organization.

In India, prison staff are not required to work more than eight hours per day. Rent-free accommodation within the prison campus is provided to staff. In addition, medical services are provided to staff and their families.

During the presentation, Malaysia stated that a generous salary *per se* did not guarantee the well-being of staff. Other factors that can influence the well-being of a staff member include the type and quality of training provided, organizational support, a sense of direction and belonging, counselling and support services, family safety and involvement, and the role of trade unions. Malaysia has a *Staff Well-being Program* consisting of the following benefits:-

- ✧ Flexible working hours for staff
- ✧ About 90% of prison staff are provided with accommodation within or near prisons. Free transportation to school is provided for the children. This arrangement provides a safe environment for family members. Housing allowances are provided to those who reside in rental accommodation or to those who have purchased a house under a government housing loan.

- ✧ Families attend a social club to participate in social activities and to support one another.
- ✧ Prison Sport and Welfare Club
- ✧ Counselling and other support services
- ✧ Death Benefit Fund to assist bereaved families

In a similar vein, in order to maintain the physical and well-being of staff, Cambodia has implemented the following support structures:-

- ✧ Provision of accommodation and employment opportunities for families of prison staff
- ✧ Provision of food, health care and accommodation for single staff members
- ✧ Prison staff are encouraged to join local staff associations to support each other
- ✧ Recreation and sporting facilities (such as volleyball) have been set up

In Hong Kong (China), to promote and support the well-being of staff, the following initiatives have been put in place:-

- ✧ *Mentorship Program* - New recruits who have completed their mandatory training are offered support and guidance during their probationary period through a *Mentorship Program*. A holistic approach is taken to support the new recruits to adapt to working life in a penal institution (for example, counselling, career review and assessment, leadership training, team building and stress management).
- ✧ *Staff Relations and Welfare (SRW) Unit* - The Unit provides services and support to staff and family members such as psychological assessments, interviews, emergency on-call duties, crisis intervention, stress management and counselling.
- ✧ *Healthy and Balanced Lifestyle Campaign* - The campaign was launched to provide a range of healthy and sporting activities for staff and their families to participate in order to promote good health, build team spirit and strengthen family relationships. These include family fun days, thematic talks and regular departmental newsletters.
- ✧ *Sports Association* - The objective is to encourage staff to participate in sporting activities for health and fitness and positive team building (such as annual athletic meets and swimming galas).
- ✧ *Staff Motivation Scheme* - The scheme was introduced in 1996 to foster a sense of belonging among the staff and to enhance staff performance. Awards are given to staff who have excelled in their posts including opportunities to participate in local and overseas development programs.

In Korea, the following support structures have been established to promote the well-being of staff:-

- ✧ Staff members who have suffered physical and mental harm as a result of an inmate's actions may receive compensation, disability benefits, worker's compensation or reimbursement of medical expenses.
- ✧ To promote a healthy lifestyle and sporting activities, every institution is equipped with exercise equipment. In addition, Martial Arts Competition and national tournaments are held annually to promote harmony and friendship amongst staff. Since 1978, Korea and Japan have alternately hosted the Korea-Japan Correctional Officers' Friendship Competition in Martial Arts, and this has strengthened ties between the two countries.

Thailand has implemented a policy framework on "*Standard for the Work Life and Balance between Personal and Work Life*" which is in line with its strategy to enhance the mental and physical well-being of correctional staff. Support to staff is provided in the following areas:-

- ✧ Support in dealing with dangerous situations such as prison riots and serious assaults

- ✧ Sporting equipment is provided at each institution
- ✧ Staff attend annual health checks
- ✧ Accommodation is provided for staff and their families. Free transportation is provided to children. Housing loans with low interest rates are available
- ✧ Meals are provided to on-duty staff
- ✧ Additional support such as counselling, financial services, legal aid and mental health services are provided by professionals in the respective field
- ✧ Officers who work in the southern border provinces of Thailand face dangers of potential terrorist attacks and violent situations. Thus, they are provided with life insurances

It is laudable to note that the Singapore Prison Service and the Correctional Services Department (CSD) of Hong Kong (China) have been given various formal awards in recognition of the support they have given to their staff:-

- ✧ In 2007-2008, the CSD of Hong Kong (China) won the “*Total Caring Award*” in recognition of CSD’s continual, sustainable and total commitment in caring for the well-being of staff, their families, and the community. Between 2005 and 2010, the CSD of Hong Kong (China) received five consecutive awards for “*Caring Organization*” in three areas – caring the community, employees and the environment. The awards show that CSD of Hong Kong (China) is „doing the right thing” in upholding and applying its principle of “people orientated” in formulating and implementing human resource strategies that meet the professional development needs and well-being of its staff and families.
- ✧ The Singapore Prison Service has received awards from both the public and private sectors. These include the Singapore Quality Award in 2006, being named as one of the best employers in Singapore in 2007 and 2009, and the Public Service Premier Award in 2010. These external awards are testament to SPS’ commitment to “people excellence” and “the professional, committed and high performing workforce”.

6. Conclusion

In conclusion, a number of common themes have emerged from the presentations, discussions and written papers. The following strategies need to be developed or implemented in order to provide professional development opportunities and training in an effective manner:-

- ✧ It is important for the organization to have a vision which strives for excellence and professionalism.
- ✧ There needs to be strong and effective governance to lead the path for professional development training and opportunities to be developed and implemented as a priority.
- ✧ It is important to have a training plan which is systematic and focussed in three areas - mandatory training programs, career development programs and personal development programs. Personal development programs are just as important as career development programs.
- ✧ Pathways to formal qualifications (for example, university degrees) need to be developed and supported by the organization.
- ✧ Staff recognition is important to boost moral and motivation.
- ✧ It is important to promote a sense of pride and belonging within the organization.
- ✧ A broad range of professional development opportunities to be available to staff which is not limited to correctional matters.

- ✧ A need to develop strong links to succession planning and professionalism of the organization.
- ✧ Willingness to involve other agencies and jurisdictions including the private sector to provide secondment opportunities and mentoring programs for staff.

A number of common themes were identified in the presentations and written papers regarding staff well-being:-

- ✧ It was acknowledged that the physical and mental well-being of staff play an important role in ensuring the success of the organization.
- ✧ A holistic approach needs to be adopted towards staff well-being by involving family members, Unions or associations.
- ✧ It is also important to engage with, and foster partnerships with external agencies that can offer assistance or support to correctional staff.
- ✧ Occupational safety and health issues are important to staff well-being and therefore, there needs to be training provided on awareness and prevention strategies in these areas.
- ✧ There needs to be strong links for staff and supervisors to access training programs particularly in personal and career development.
- ✧ Strong willingness to identify programs and best practices which promote and sustain staff well-being.
- ✧ A structured approach is required for the purposes of developing policy and active collaboration with internal and external stakeholders.
- ✧ It is important to offer a flexible working environment to staff which accommodates family responsibilities, work practices, return to work programs and attendance at training programs.

In summary, it is assuring to note that all the jurisdictions are strongly committed to implementing strategies and initiatives which benefit staff in terms of their professional development and overall well-being. However, these initiatives and strategies will only be effective if they are supported by strong governance and a structured policy framework within the organization, as well as having strong collaboration and sharing of „best practices“ with other agencies (internal and external) and other countries.



AGENDA ITEM 4

MANAGING PRISONERS WITH MENTAL HEALTH ISSUES AND REDUCING RISKS OF SUICIDE AND SELF HARM

1. Introduction

It is generally accepted that prisoners have significantly higher rates of mental illness than the community at large. Delegates to recent APCCA conferences have also noted that the proportion of prisoners with serious mental health problems seems to be increasing. For example, in Canada, the prevalence of mental health disorders among inmates is two to three times higher than the general population, and recent data has shown that since 1997, there has been a 71% increase in male offenders diagnosed with mental health problems. In New Zealand, the *Prisoner Health Survey 2005* (a self-report study) found that nearly one in four prisoners reported having a psychological or psychiatric condition that caused them difficulty with everyday activities. By contrast, according to Thailand's Correctional Report of 2010, about 1% of the prisoner population was diagnosed with schizophrenia, depression and mood disorders. The increasing number of inmates with mental health issues poses numerous problems for prison management and raises some interesting questions about the relationship between prisons and mental health facilities.

There are two parts to this Agenda Item: managing prisoners with mental health issues and reducing the risks of suicide and self harm. The two parts are closely related in that prisoners with mental health issues are likely to pose a higher risk of self harm or suicide. However, it must be recognised that some prisoners who have never shown any symptoms of mental illness can also be at risk of self harm or suicide. For example, some prison suicides may reflect shame about the offence or a lack of hope for the future rather than a mental illness.

Papers on this Agenda Item were submitted by Brunei, Cambodia, Canada, Japan, Korea, New Zealand and Thailand. During the conference, Canada was the only country which delivered a presentation, which generated a lot of interest and discussion amongst the delegates.

2. Assessments (on admission and subsequently)

Admission to prison can be a particularly stressful and difficult time for prisoners. It is therefore acknowledged that robust and efficient assessments of the person's physical and mental health should be conducted on admission. It is also important to ensure that appropriate assessments are made during the person's time in prison as diagnoses can change.

All the papers indicated that each prisoner is medically assessed promptly upon admission to a prison. However, where mental health assessments and mental health care services are concerned, the papers revealed that different levels of assessments and services were provided to inmates in prisons and in the community. This was dependent on:-

- ✧ the number of qualified mental health staff available to provide services to prisoners;
- ✧ the availability of mental health screening tools; and
- ✧ funding to train custodial staff to identify, respond to and manage inmates with mental health issues including suicide and self harm behaviour.

Brunei and New Zealand are currently in the process of implementing a new classification and risk assessment system to enhance overall prisoner management and rehabilitation.

In Cambodia, there is no mental health staff within its prison system. However, in 2010, a significant step occurred when the Cambodian Ministry of Health and the Ministry of Interior signed an agreement which recognised the role and responsibility of the Ministry of Health in providing health services to prisoners through the prison health centres. This means that all Cambodian prisons will have increased access to medication, training for health staff and access to local hospital services. This important development stems from Cambodia's first *National Health Plan* of 1993 which made psychiatry and public health issues as one of the priority areas for training and services. This Plan was developed in response to the Royal Cambodian Government's acknowledgement of the high prevalence of mental disorders and post-traumatic stress disorders among the general population, and hence, the need to increase the number of trained and qualified psychiatrists and mental health nurses in the health sector. This has continued to develop with the assistance of international donors and specialists from World Health Organization and International Organization for Migration.

During its presentation, Canada¹¹ indicated that it had an obligation to provide inmates with essential health care and mental health care services, and reasonable access to non-essential mental health care services. One of the most significant challenges for its correctional staff has been the rising number of offenders identified with serious mental health issues. According to statistics in early 2010, 13% of men and 24% of women have been identified with having a serious mental health concern. Thus, over the past six years, Canada invested about 30 million Canadian dollars to implement a *Community Mental Health Initiative* to bring new staff with the related expertise to institutional and community sites.

Mental health screening and assessment is a key component of Canada's *Mental Health Strategy* (2004). In 2010, a *Computerised Mental Health Intake Screening System* (CoMHISS) was implemented to assess inmates within 3 to 14 days of admission. The two objectives of CoMHISS are:-

- ✧ To provide early identification of offenders who exhibit symptoms of mental health disorders. Once identified, the offenders are referred for follow up assessments and interventions (such as psychological assessments, counselling and referrals for psychiatric care).
- ✧ To collect accurate mental health data as a basis for intervention and long term planning.

In the near future, New Zealand will be implementing a *Mental Health Screening Tool* (MHST) and an *At Risk Assessment Model* (ARAM). The MHST will initially be used on male prisoners upon reception for early identification of their mental health needs so they can access the medical advice/treatment as soon as practicable. This in turn will enable prisoners to participate in a wider range of rehabilitative programs to assist their eventual reintegration into the community. Once the MHST has been successfully implemented on male prisoners, an appropriate tool will be developed for female prisoners. The ARAM will help custodial staff to better identify inmates who are at risk of suicide and self harm, and is expected to be used in early 2011 for all prisoners.

In Thailand, all new prisoners are medically assessed upon admission and thereafter, at periodical intervals, in order to ensure effective management of the prisoners' rehabilitation process. However, due to limited mental health care services in prisons, the Department of Corrections has developed a *Prisoner Mental Health Questionnaire* to help identify a prisoner with mental health issues upon

¹¹ The Correctional Service of Canada maintains custody of offenders serving sentences of two years or more. It supervises about 13,000 offenders in institutions and 8,000 in communities.

admission. Those who have been identified are referred to a clinical psychologist and psychiatrist for further assessment.

In Japan, all new inmates are examined by a doctor upon admission and thereafter, are reviewed at least once a year. The medical examination includes assessing the inmate's mental condition and risk of suicide and self harm.

3. Placement and Management of Prisoners with Mental Health Issues

All countries have psychiatric hospitals as well as prisons. Many jurisdictions also have special secure hospitals where some high risk and dangerous people with psychiatric conditions are housed instead of being in prison. This may include people who have been found not guilty of an offence on the grounds of "insanity". Sometimes special hospitals of this sort are managed by the relevant health department (like other mental hospitals). However, it is also possible that they are managed by prison departments. Another model is where the prisons themselves have specific designated "mental health units" located inside their walls.

In Canada, inmates whose mental health needs can be managed within the correctional institution, are cared for by primary mental health teams which offer group and individual intervention programs. The mental health teams liaise and consult with other centres and community health staff to facilitate a holistic and coordinated continuity of care in the community when the inmate is released from prison.

However, inmates with significant mental health needs are placed in *Regional Treatment Centres (RTCs)* in Canada. There are five RTCs which provide a therapeutic environment and multi-disciplinary treatment programs for these offenders (680 male inmates and 11 female inmates). In addition to the RTCs, offenders also have access to treatment at Institute Philippe Pinel (IIPM) which is a provincial forensic hospital that can accommodate 12 female offenders and 3 male offenders. Offenders are admitted to the RTC or IIPM by a psychiatrist. The offender must consent to treatment and placement, or be certified under the relevant provincial mental health legislation. Female inmates can also access a *Structured Living Environment (SLE) program* which provides an intermediate care treatment option for those with complex mental health issues (for example, suicidal and deliberate self harm behaviour, interpersonal difficulties and living skill deficits). Currently, funding is actively being sought to deliver the SLE program to male inmates.

In New Zealand, the responsibility for prisoners' mental health care services is shared between the Department of Corrections, the Ministry of Health and the District Health Board. The mental health services are delivered through the Regional Forensic Psychiatric Services. In addition, custodial staff are trained on mental health issues to help them recognise mental illnesses and to facilitate referrals of prisoners to prison health services for assessment and care. Registered nurses are also employed within the prison to provide primary mental health care, assessment and treatment options. The placement and management of prisoners are dependent on the degree of their mental health issues:-

- ✧ Prisoners with *acute* mental health issues are transferred to a specialist inpatient mental health facility and are managed jointly by the Department of Corrections and the local District Health Board.

Prisoners with *serious* mental health issues remain in prison and can access regular clinics held by external psychiatric staff from the district.

- ✧ Prisoners with *mild to moderate* mental health issues are managed by the Prison Health Service, including provision of medication and other interventions.

In Brunei, all inmates are entitled to the same standard of health care as the general public. Thus, inmates who require mental health services are transferred to the psychiatric wards of the government hospital, with appropriate security escorts. Non-acute cases receive weekly psychiatric treatment in prison from visiting psychiatrists. Limited treatment programs and services are provided by the Rehabilitation Units within each prison. However, plans are underway to expand these Units to include more psychologists, counsellors, social workers and mental health workers.

In Cambodia, inmates with mental health issues are held in prisons and there are currently no mental health services available to them. The inmates with mental health issues reside in dormitory cell blocks and are supervised by prison guards and inmates have been nominated as “cell leaders”. Any concerns are reported to the prison medical staff.

Under the criminal justice system in Japan, the public prosecutor makes the decision on whether to prosecute the accused, and the court makes a judgment on whether to impose a sentence of imprisonment and on the provision of treatment in prison. An accused person who has been found guilty or not guilty of an offence by reason of unsoundness of mind or diminished capacity, may be referred to a consultation body. The consultation body (consisting of a Judge and a psychiatrist) will determine the mental health treatment to be provided. The person may be admitted to a designated medical institution for treatment and care under the Ministry of Health, Labour and Welfare. During the hospitalisation period, a probation officer will make arrangements for the person’s living conditions following discharge. However, those who have received imprisonment terms are incarcerated in a medical prison which is attended by external medical specialists. Each inmate’s mental health condition is monitored and, if necessary, the inmate may be transferred to an external medical institution.

In Korea, an inmate with a mental illness will be treated initially by a doctor in prison, and a referral to an external psychiatrist will be made, if required. Due to the shortage of psychiatrists in prisons, ongoing mental health care in prison is provided by visiting psychiatrists. Only inmates who have been diagnosed with a serious mental illness will be transferred to a special mental health unit. Those with moderate degree of mental health issues may be transferred to the special mental health unit. Korea indicated that in remote areas, the use of video conferencing has been an effective method of providing ongoing mental healthcare to inmates in prisons.

In Thailand, pre-trial prisoners who are of unsound mind and are unable to stand trial are detained in a mental hospital by court order. The court will suspend the case until the person is cured or able to defend the charge. However, sentenced prisoners with mental health issues are incarcerated in prison. Inmates detained in prisons in Bangkok are sent to the central hospital for treatment or hospitalisation, and are cared for by full time psychiatrists. However, in regional areas, inmates with serious mental health issues are treated by health professionals from local hospitals or mental health institutes. In some cases, if the sentenced prisoner’s mental health condition is severe, he or she may be referred to a mental hospital for treatment, at the discretion of the prison authorities.

4. Reducing Risks of Suicide and Self Harm in Prison

There are two main mechanisms for reducing the risks of self harm and suicide. The first relates to managing the person on a daily basis. It is important to ensure that the person is well-managed by staff (for example, through a positive, interactive relationship between staff and prisoners). It is also important to implement procedures to identify people who are at risk and to monitor and assist them.

The second mechanism involves the 'built environment'; in other words, making it harder for a person to self harm or to commit suicide through the use of 'safe' cells / units and other security measures such as closed circuit television (CCTV).

Experience and research show that the effective identification of people at risk and the effective management of their needs can reduce reliance on other, more intrusive security measures. It is possible to implement design and security measures that minimize and virtually eliminate the risk of self harm. For example, it is possible to design 'safe cells' which are subject to constant closed circuit TV monitoring and which have had all 'ligature points' (i.e. places from which people may try to hang themselves) removed. It is also possible to adopt other measures (such as the removal of belts and shoe laces or placing people in restraints) to minimize their ability to harm themselves.

However, it is not possible to eliminate all risks. Excessive reliance on such measures can also lead to an environment that is sterile and dehumanising. For example, so-called 'safe cells' can become bleak and bare and CCTV compromises privacy. The difficult challenge is therefore to strike a balance between reducing risk on the one hand and respecting rights of dignity and privacy on the other.

Since 2009, Canada has adopted initiatives to address the needs of the growing number of offenders who engage in self-harm behaviour and to reduce their risks of suicide and self harm. These include:-

- ✧ Conducting research in self injury; strengthening policy and tools in assessment and intervention practices; and supporting staff.
- ✧ Committees have been established to monitor incidents of self-harm behaviour, identify areas of concern, and consult with institutions to offer support and advice on the management and treatment of these offenders.
- ✧ Mental Health Awareness Training is available to assist staff to detect and respond to the warning signs of mental health problems amongst offenders. Refresher courses are offered every two years.
- ✧ A Suicide Prevention Workshop is offered to inmates within six months of admission.

Suicide is a rare occurrence in Brunei. Nevertheless, the following preventative measures have been put in place:-

- ✧ Cells have been built with 10-foot ceilings and thus provide no opportunities for inmates to hang themselves.
- ✧ Inmates are provided with towels that cannot be made into a noose for hanging, and blankets that are very difficult to tear.
- ✧ Some cells in Brunei prisons have been fitted with observation windows and CCTV to maximise audio and visual monitoring of inmates who are at risk of self harm or suicide.

In Cambodia, there are no specially designed cells to accommodate inmates who are at risk of suicide or self harm. However, as a security measure, they are accommodated in a secure cell and are supervised by medical staff. If necessary, the inmates are handcuffed to protect themselves from self harm or suicide.

In Korea and Thailand, inmates with a mental illness who are at risk of suicide or self-harm are closely monitored by CCTV. In Korea, high risk inmates are transferred to special correctional facilities where intense mental treatment programs are provided. In order to manage these high risk inmates more effectively, Korea indicated that a medical facility is currently being established for operation in 2015.

In Japan, there were 25 suicide cases in 2008 (from an average population of 78,533 inmates), but this reduced to 15 in 2009 (from an average population of 76,019 inmates). Surveillance cameras are used to monitor “at risk” inmates. If necessary, straitjackets and protective headgear are used.

As mentioned above, New Zealand will be implementing its *At Risk Management Model* (ARAM) in 2011. The ARAM has two risk assessment processes:-

- ✧ The *Reception Risk Assessment* assists staff to identify newly admitted prisoners with mental health issues. Those identified with a mental health issue will be placed within the prison’s At Risk Unit.
- ✧ The *Review Risk Assessment* recognizes that a prisoner’s risk status can fluctuate over time. The process is used when there are changed circumstances that may impact on the prisoner’s level of risk (for example, further court charges, transfer to another prison, change in family circumstances, and deferral of parole).

Currently, custodial staff in New Zealand are trained to recognise and manage inmates who display self-harm and suicidal behaviours. Those at risk are placed in the At Risk Unit for regular observation and monitoring by Prison Health Services staff, and to liaise with custodial staff to develop an appropriate management plan (which includes strategies to minimise risk of self harm, treatment and monitoring needs, and access to services and programs). In some cases, “at risk” prisoners will be referred to the Regional Forensic Psychiatric Services. The current practice has resulted in significantly reducing the incidence of suicide rates (in 2009-2010, the suicide rate per 100 prisoners was 0.07). In addition, the Department of Corrections of New Zealand is currently assessing the range of clothing and bedding which pose a risk to prisoners.

It is interesting to note that in 2000, New Zealand opened its first Youth Offender Units (YOU) for young male prisoners aged between 14 and 17 years who were at risk of intimidation, bullying, suicide and self harm. Since its establishment, there have been no suicides within the YOUS. Due to the small number of young female prisoners, they are placed within the women’s adult prison rather than in specialised units.

5. Continuity of Management into the Community

Managing people with mental health problems whilst they are in prison presents many challenges. However, it is also the case that prisons offer some potential benefits: they provide a closely monitored environment and an opportunity for comprehensive medical and psychiatric intervention. Unfortunately, prisoners with mental health issues are likely to pose ongoing challenges when they are released. These include ceasing their medication, drug abuse, leading an unstable lifestyle and the potential for self harm or suicide. It is therefore important to try and provide continuity of management when the person is released. This is likely to require the collaborative involvement of both criminal justice and health agencies.

In some countries such as Brunei and Cambodia, as there is no parole system or conditional release options for all prisoners, the continuity of mental health care and supervision of ex-inmates in the community remain a challenge. However, it has been acknowledged that incarceration is not a good environment for inmates with serious mental health issues. Thus, to alleviate this problem, the Cambodian prison authorities may submit an application for sentence reduction and amnesty on behalf of the inmate, to the Ministry of Justice for consideration and approval.

The aim of Canada's *Community Mental Health Initiative* (CMHI) is to provide "a continuum of mental health care services between Correctional Service of Canada institutions and the community in order to better manage and support offenders with mental health disorders and thereby positively impact on public safety while improving the quality of life of offenders with mental health disorders." The key elements of CMHI include:-

- ✧ Enhanced discharge planning in institutions
- ✧ Clinical services and support to offenders residing in community sites
- ✧ Funds for specialised resources and services (such as psychiatric services)
- ✧ Training in mental health issues to correctional staff, parole officers and community partners

Over the past 3.5 years, about 2,000 offenders in Canada have received Community Mental Health Specialist Services and about 450 offenders have received Clinical Discharge Planning Services.

In New Zealand, prisoners are able to access community-based mental health services upon their release. If the prisoner is under the care of the Regional Forensic Psychiatric Service whilst incarcerated, he or she will continue to access the same services upon release in the community. In addition, officers at the Department of Corrections develop release plans for all prisoners and engage with the appropriate agencies, for the continuum of mental health care services in the community.

In Japan, penal institutions provide written reports to the Regional Parole Board and probation office regarding the mental health status of the inmate including the need for continued mental health care services in the community. In 2009, a new program was launched to enable inmates with mental health issues to receive support from the probation office and welfare organizations prior to their release from prison. This includes accommodation and medical services in the community. In some cases, a medical doctor will be assigned to the ex-inmate for monitoring. If the ex-inmate poses a risk of harm to himself/herself or to others, the doctor can admit the ex-inmate to hospital for treatment.

In Thailand, a bilateral agreement has been entered into between the Department of Corrections and the Ministry of Justice, Department of Mental Health and the Ministry of Public Health, to provide mental health services for offenders when they are released into the community.

6. Positive initiatives and challenges

Canada's *Mental Health Strategy* (2004) has been the main impetus in the early identification and appropriate response interventions of inmates with mental health issues. In essence, the *Mental Health Strategy* has resulted in the following achievements:-

- ✧ Standardised provision of services (such as referral process and assessment)
- ✧ Increased access to mental health services
- ✧ Earlier identification of mental health issues
- ✧ The risk of suspension for offenders receiving community mental health specialist services was 34% lower than for the comparison group who met the eligibility criteria but were released before the specialist service was implemented
- ✧ The risk of revocation for offenders receiving community mental health specialist service was 59% lower than for the comparison group who met the eligibility criteria but were released before the specialist service was implemented

However, despite the above laudable achievements, Canada indicated that significant challenges continue to occur in the areas of:-

- ✧ recruitment and retention of mental health care professionals;
- ✧ aging prisoner population and inadequate infrastructure to meet their needs; and
- ✧ increasing costs to deliver health services.

In Cambodia, the capacity and services to provide care and treatment for prisoners with mental health issues is very limited in the prison system as well as in the public hospital system. However, in 2010, all prison health centres came within the responsibility of the Ministry of Health. It is hoped that the provision of physical and mental healthcare services will improve over the years so that all prisons will have increased access to medication, training for health staff, and access to local hospital services.

The Prisons Department of Brunei has identified the following challenges and gaps in the identification and management of inmates with mental health issues:-

- ✧ The need to implement a mental health screening tool for the early identification of inmates with mental health issues so that appropriate treatment and rehabilitation programs can be devised in a timely manner.
- ✧ Policies and procedures need to be developed in conjunction with the mental health screening tools to ensure better management of inmates and their reintegration into the community with support.
- ✧ Inter-agency cooperation between government departments and professional bodies need to be established to ensure that inmates with mental health issues are released into the community with the appropriate supervision, support and health care services for their own safety and the safety of the community. Steps need to be taken to facilitate the sharing of critical information about ex-inmates with mental health issues, between the relevant agencies.
- ✧ Mental health training should be provided to correctional staff including training on identification and prevention of suicides and self harm behaviours.
- ✧ The Rehabilitation Unit should run educational and awareness programs on mental health issues to inmates and their families in order to reduce the stigma and discrimination against those with mental health illnesses.

New Zealand's MHST has been successfully piloted and it is confident that a similar tool will be developed for female offenders and young offenders. In addition, the ARAM will mark the way forward for the Department of Corrections as it has been validated for use on both male and female prisoners. Importantly, the ARAM is a unique model which not only identifies prisoners "at risk" at reception point, but it also captures those who are "at risk" due to changed circumstances. The success of both initiatives reflects the benefit of engaging and utilising the skills and knowledge of other government agencies in the area of mental health.

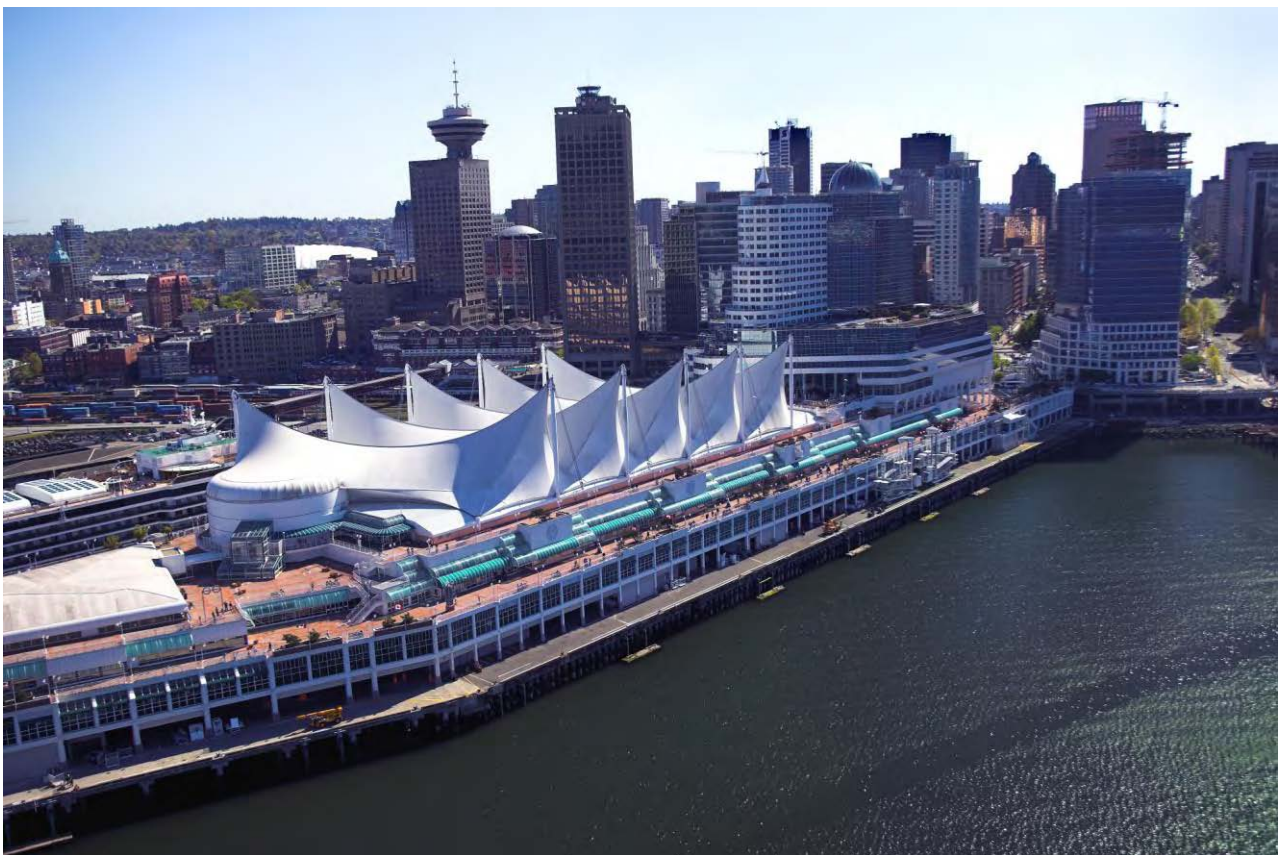
7. Conclusion

In response to the increase in the prevalence of inmates with mental health issues, the papers submitted on this Agenda Item recognised the following issues:-

- ✧ The need to enhance mental health screening and assessment of prisoners at the point of reception into prison
- ✧ The need to enhance primary mental health care in all institutions

- ✧ The need to provide consistent standards and approach in treatment centres
- ✧ The need to develop intermediate mental healthcare units in institutions
- ✧ The need to provide training to correctional staff in identifying the different types of mental health illnesses, identifying those at risk of self-harm, and developing management plans with healthcare professionals in prison and in the community.
- ✧ The need to increase the number of professionals who can provide mental healthcare services in prisons and in the community.
- ✧ The need to increase mental health support in the community as part of the continuum of care for ex-prisoners including greater collaboration between correctional staff and healthcare professionals in the community regarding the needs of released prisoners.

However, the above needs can only be fulfilled if funding is made available to implement them.



Vancouver Harbour - Photo provided by Tourism Vancouver

AGENDA ITEM 5

WHAT WORKS IN COMMUNITY CORRECTIONS?

1. Introduction

Every country will have some alternatives to imprisonment for less serious offences but the nature and use of such options varies widely. The fine is commonly used but is not always a suitable sanction, especially if the offender does not have the capacity to pay. Many countries also have a long tradition of providing assistance and supervision in the community through “probation” services. However, over the past twenty years or so, a number of countries have developed new forms of community-based sentences which operate in addition to, or in place of probation.

Community-based sentences and probation usually allow offenders to live at home (or another approved place) but contain a number of conditions which are designed to reduce the person's risk, to monitor their behaviour and promote rehabilitation. Typical conditions include:-

- ✧ reporting to the designated authority at regular intervals;
- ✧ complying with conditions designed to regulate behaviour (such as urinalysis testing for drug use or not attending specified places);
- ✧ attending treatment programs as directed (for example, to address violent behaviour, drug use and other addictions);
- ✧ undertaking community work; and
- ✧ in some countries, complying with curfews and/or electronic monitoring conditions.

The Agenda Item gave delegates the opportunity to discuss the various types of community-based corrections in their respective country. During the conference, there were five presentations on this Agenda Item: Canada, India, Macao (China), Malaysia and New Zealand. The presentations raised some fascinating questions during the session. Written papers were also submitted by Brunei, Cambodia and Korea.

2. The Presentations

(a) Canada

The Correctional Service of Canada (CSC) is a federal agency within the Ministry of Public Safety Canada, and is responsible for:-

- ✧ The care, custody and supervision of adult offenders sentenced to imprisonment sentences of two years or more. There are about 22,000 federal offenders across Canada (61% incarcerated and 39% on conditional release).
- ✧ Post-sentence supervision of offenders with Long-Term Supervision Orders.
- ✧ The supervision of provincial parole cases serving between six months and two years.

The main challenges for CSC in supervising offenders in the community include the following:-

- ✧ Changes in offender profile – Offenders now have many complex needs that can be challenging to manage and address when they are conditionally released.
- ✧ Increasing difficulties in obtaining stand-alone halfway houses to assist in the management of the offenders with complex needs.
- ✧ Increasing number of offenders and parolees with mental health issues.¹²

The presentation by Canada focussed on the *Intensive Management Program* (IMPS) which was developed in 2001 in partnership with the John Howard Society to provide individualised services to federal offenders with mental disorders (OMD) to assist their successful reintegration into the community and to reduce the risk to the community. Participants in the IMPS are able to access affordable housing, where they can reside with non-CSC residents, and still be subject to security checks and monitoring. Specialised services provided by the John Howard Society include the management of OMDs (such as medication management, crisis intervention, advocacy and mediation, and assisting them to develop a care plan), enhancing their opportunities for conditional release (namely, positive Parole Board outcomes), and utilising alternative security measures to assist with the offender supervision process.

The IMPS participant must follow their release conditions and they are assisted by full-time program staff. IMPS participants are supervised and monitored through regular reporting to the Parole Officer; on-going assessments by the program staff; contact with the various criminal justice agencies who make regular visits; and contact with mental health workers and community volunteers.

There are a number of IMPS residences which offer a variety of options for participants. However, three residences have been approved by the Parole Board for day parolees and statutory release parolees with residency conditions, as these facilities provide the required security measures (such as onsite staff and entry/exit control mechanisms). The IMPS residences provide the participants with supportive accommodation as part of their transition to other accommodation in the community. Generally, the average length of stay in an IMPS accommodation is about six months. However, in some cases, transitional housing is provided for two years, and permanent residency is provided to those who are unable to live independently. About 30 to 35 offenders participate in the program each year.

According to the statistics for the period of 1 April 2009 to 31 March 2011, of the 33 offenders who participated in the program during the 12-month period, 31 offenders did not have any new charges, 30 offenders complied with the required contact with Parole Officers, and 30 offenders maintained good health. The IMPS has proven to be one of the most successful community programs in the Pacific Region for the following reasons:-

- ✧ staff commitment and expertise
- ✧ extensive engagement and partnerships with community-based and criminal justice agencies
- ✧ tailor-made plans which meet the needs of each individual
- ✧ small caseload of 30 to 35 participants per year means that significant attention can be given to each person
- ✧ a variety of housing options is available to suit the needs of the participants

¹² As discussed in Agenda Item 4, currently, about 13% of men and 24% of women in prison have been identified with a mental health disorder. In the Pacific region, the rate of parolees with mental health issues has risen from 18% to 22% in the last five years.

In conclusion, the success of the IMPS fulfils CSC's view that long-term public protection and successful reintegration and rehabilitation of the offender are best achieved by:-

- ✧ The application of appropriate interventions, controls and supervision mechanisms for offenders.
- ✧ The fostering of good support systems for offenders, including family, volunteers and community agencies
- ✧ Inter-agency cooperation and partnerships with government agencies, community groups and non-government organizations
- ✧ A supervised, supported and gradual return to the community that prepares offenders for the end of their sentence.

(b) India

The presentation by India provided a case study on Community Service Orders (CSOs) which are imposed on offenders as an alternative to imprisonment. The *Andhra Pradesh Community Service of Offenders Act 2010* defines "Community Service" as a "non-custodial punishment awarded by the Court where the offender is required to render unpaid services for the benefit of the community".

The general features of CSOs are as follows:-

- ✧ The court issues the CSO and specifies the nature, hours and duration of the community work which the offender has to complete, together with any other terms and conditions.
- ✧ CSO applies only to minor offences which attract a sentence of imprisonment of not more than one year or with a fine, or both.
- ✧ Community service work cannot be performed at police stations and prisons.
- ✧ The offender must be at least 18 years old and must give his/her written consent to participate in the CSO.
- ✧ A social inquiry report is prepared. Prior to granting a CSO, the court must explain the terms and conditions of the Order to the offender.
- ✧ In addition to the CSO, the court may make an order for the offender to pay:
 - reasonable compensation to the victim; and/or
 - the cost of the proceedings as determined by the court.

After the CSO has been granted by the court, a Supervisory Officer will be appointed to supervise and manage the offender. The duties of the Supervisory Officer include:-

- ✧ making enquiries as requested by the court
- ✧ submitting monthly reports to the court on the offender's progress
- ✧ advising and assisting the offender regarding the payment of compensation and court costs
- ✧ providing advice and support to the offender upon completion of the CSO.

If the offender breaches the CSO, the court has the following options:-

- ✧ issue an arrest warrant for a new offence, or issue a summons
- ✧ grant bail (with or without surety)
- ✧ cancel the CSO and sentence the offender to the original offence (in sentencing the offender, the court takes into account the period the offender had participated in the CSO)
- ✧ vary the conditions of the CSO
- ✧ impose a fine if the breach is minor

To ensure the effective implementation of CSOs, a State Community Service Committee has been established under the Act in order to supervise the operation of CSOs and to develop appropriate policies and procedures. The Committee consists of a Chairman (namely, a Judge of the Court) and members consisting of the Home Secretary (Prisons), Secretary (Law), Director of Prosecution, Director General of Prisons, Commissioner of Juvenile Welfare, two social workers and two NGO representatives.

In conclusion, the implementation of CSOs has provided the following benefits and positive outcomes:-

- ✧ CSOs are less costly than imprisonment
- ✧ Provides an effective sentencing option for non-serious offenders to complete the order in the community, instead of incarceration
- ✧ Promotes a positive rehabilitation process as it enables the offender to live with family members and maintain family relationships
- ✧ Provides the offender with the opportunity to make reparation to the community
- ✧ Working for members of the public in the community instils positive attitudes and conduct in the offender
- ✧ CSOs help to reduce the prison population and relieves pressures associated with prison overcrowding
- ✧ Protects the offender from the negative effects of being in prison.

(c) Macao (China)

The presentation by Macao (China) provided a case study on the *Intensive Supervision Scheme* (ISS) for probation offenders. Community-based sentences have become a growing trend as they are resource saving, effective and have resulted in low recidivism rates. Under the Penal Code, Probation Orders are granted by courts and apply to sentences of less than three years. The probation period varies between one and five years. Regular evaluations are conducted and the Judge decides when to close the file.

It should be noted that Parole and Probation Orders are administered by the Department of Social Rehabilitation (DSR), not prison. In 2003, the DSR implemented the ISS for offenders on probation. The ISS offers tailor-made programs (which include Law Reinforcement Workshops, Life and Career Planning, and Volunteer Work) and contains a classification system to reflect the offender's progress. The classification system is coded in four colours:-

- ✧ *Green* – Denotes successful completion of the Order and the Judge will close the file.
- ✧ *Yellow* – Denotes that the offender has breached certain conditions in the Probation Order. The offender will be interviewed and cautioned by the Correctional Committee, and an agreement will be reached between the parties. Members of the Committee include representatives from the Prison Department.
- ✧ *Orange* – Denotes that the offender failed to comply with the agreement entered with the Correctional Committee. The Judge will caution the offender and may impose additional conditions and/or extend the probation period.
- ✧ *Red* – Denotes that the offender has not been compliant with the probation conditions. The Judge may cancel the probation order and return the offender to prison.

The number of offenders on probation under the ISS varies each year. In 2001, there were 33 participants. In 2006, there were 18 participants whilst in 2009, there were 86. The success of the ISS is reflected in the statistics for June 2010. Out of a total of 142 offenders, 125 offenders (88%)

successfully completed their Orders. Three offenders (2%) were classified “red” as they were non-compliant with the Orders. Nine offenders (6%) received “orange” classification whilst 5 offenders (4%) received “yellow” classification.

In conclusion, probation and ISO have produced positive outcomes for the following reasons:-

- ✧ Probation has been very effective as a community based sentencing option when implemented in conjunction with the ISS. During the period of 2001 – 2004, the recidivism rate was 15.6%, but this fell to 7.7% for 2005 – 2007.
- ✧ The ISS ensures that offenders on probation are closely supervised and monitored so that the number of breaches of probation orders is kept to a minimum. As indicated in the above statistics for June 2010, only 2% of offenders breached their Orders (namely, three out of 142 offenders).
- ✧ The combination of tailor-made activities and strict evaluation help offenders to complete their probation orders successfully and to avoid offending behaviours.

(d) Malaysia

Malaysia’s prison system is undergoing a change due to various factors such as an increasing prisoner population, awareness of human rights issues, the challenges to obtain more resources for corrections, and bureaucratic hurdles in the prison system

One method of reducing the prisoner population is to impose community-based sentences on offenders instead of imprisonment. These include:-

- ✧ *Unconditional or Conditional Discharge* (or Good Behaviour Bond).
- ✧ *Probation Orders* for juveniles. The duration of the order varies between one and three years, and the juvenile is supervised by a police officer to ensure compliance.
- ✧ Since 2007, offenders between the ages of 18 and 21 years who commit petty crimes may be placed on *Community Service Orders* (CSOs) for a maximum of 200 hours of community work. The offenders are supervised by the Welfare Department. There are plans to extend CSOs to adult offenders.

An offender who has been sentenced to a term of imprisonment may be eligible for certain post-sentence options:-

- ✧ Prisoners with sentences exceeding one month may be granted a one-third remission of the sentence.
- ✧ At stipulated intervals, a report on the prisoner’s work and conduct is provided to the Pardon Board. Each State in Malaysia has a Pardon Board which provides advice to the Sultan of the respective State for the sentence to be commuted (for example, death penalty to be commuted to life imprisonment).
- ✧ Parole. This is discussed further below.

Malaysia’s presentation on this Agenda Item focussed on its parole system. The process of developing a new parole system in Malaysia commenced in the early 1990s with visits to England and Australia to observe their parole systems. Consequently, a new parole system and a Parole Board came into operation in Malaysia in 2008 by adapting the Australian model.

The objectives of implementing a parole system are:-

- ✧ To encourage parolees to demonstrate good behaviour and to reduce the likelihood of reoffending
- ✧ To enable parolees to continue participating in rehabilitation programs

- ✧ To alleviate problems associated with prison overcrowding
- ✧ To provide an opportunity for parolees to gradually reintegrate into the community.

Prisoners are eligible for parole consideration if they satisfy the following pre-requisites:-

- ✧ A prisoner serving a minimum of one year imprisonment sentence would be eligible for parole after serving at least half of the prison sentence and without taking into account the remission for good behaviour. Prisoners, who have committed certain serious offences, are not eligible for parole.
- ✧ The prisoner must have completed a rehabilitation program approved by the Commissioner General of the Prisons Department.

A Parole Board (consisting of a Judge, a legal officer, a police officer, a prison officer and three NGO representatives) considers all parole applications including relevant reports prepared by prison officers regarding the individual prisoners. Before granting parole, the Parole Board is required to take the following matters into consideration:-

- ✧ The need to protect the safety of the community
- ✧ The need to maintain public confidence in the administration of justice
- ✧ The nature and circumstances of the offence
- ✧ The prisoner's criminal record
- ✧ The prisoner's risk of re-offending if released
- ✧ The prisoner's ability to adapt to living in the community
- ✧ The effect on the victim and the victim's family if the prisoner is released on parole
- ✧ With regard to foreign prisoners, the availability of a parole system or a similar system in that country
- ✧ Other matters as the Board considers relevant

The Parole Board may impose conditions on the parolee such as:-

- ✧ To report to a parole officer at specified times
- ✧ To reside at a specified address
- ✧ To undertake employment as arranged and agreed by the parole officer
- ✧ To participate in rehabilitation programs as directed by the parole officer
- ✧ Not to leave the parole district without prior permission of the parole officer

The parolee will be supervised and monitored by a parole officer to ensure compliance of the parole conditions and successful reintegration into the community. The parole officer conducts periodical home visits and may also persuade family members and employers to be involved in the rehabilitation process. The headman or community leader in the neighbourhood may also assist in supervising the parolee.

In 2008, the Parole Board considered 1,052 cases. However, in 2009, the number rose to 1,386 (a 32% increase). Malaysia predicts that the number of cases will increase dramatically for the year 2010.

The success of the parole system has been due to the following factors:-

- ✧ Public awareness programs to inform the general public about the parole system and its benefits
- ✧ Networking and cooperation with other government agencies, NGOs and the community
- ✧ Support from family members such as food, accommodation and seeking employment
- ✧ Support from community members, who have offered employment opportunities

To strengthen and complement the parole system, Malaysia implemented its *Compulsory Attendance Orders* (CAO) in September 2010 for adult offenders. The CAO applies to offenders who have been

sentenced to imprisonment for three months or less. The court will determine the duration of the CAO and the offender will be required to undertake community work for eight hours per day in specified places (such as government residences for the aged and those with disabilities) under supervision by parole officers or prison officers.

(e) New Zealand

The New Zealand presentation highlighted the role and challenges faced by its Community Probation Services (CPS) which supervises offenders on community-based sentences and Orders made by the criminal courts and the Parole Board, and manages the offenders to:-

- ✧ comply with their sentences and Order;
- ✧ reduce their likelihood of reoffending; and
- ✧ minimise their risk of harm to others

At any one time, CPS manages about 38,000 offenders on community-based sentences or Orders¹³ such as Home Detention Orders, Intensive Supervision Orders, Community Detention Orders (electronically monitored curfews) and Community Work Orders. In 2007-2008, CPS managed 85,000 offenders, and in 2009-2010, the number rose to more than 115,000. The increased workload was due to the introduction of new community-based sentencing options in 2007 and also to increased capability and capacity within CPS. In response, a *Community Probation Services Change Program 2009-2012* was implemented to introduce fundamental changes in the delivery of probation services in New Zealand in the following areas:-

- ✧ Stronger focus on managing the offender according to the risk they present (rather than managing the sentence or Order) in terms of the offender's likelihood of reoffending and harm to others.
- ✧ Significant re-design of all supporting policies, systems and tools which support and assist probation staff to do their work. In early 2009, an Expert Panel was established to oversee the management of parole and to ensure that appropriate tools and performance measures were in place to manage all sentences and Orders.
- ✧ Stronger focus on Māori offenders.
- ✧ Ensuring effective use of resources by targeting higher risk offenders and the factors linked to offending. This is based on the "principle that the higher the risk of reoffending, the more intensive and extensive the intervention should be".

The above fundamental changes are currently being made by:-

- ✧ Using an *Integrated Practice Framework* that provides clear direction to staff to focus more on the individual offender rather than on managing the sentence or Order.
- ✧ Building on the strengths of the Māori culture, their *whanau* (families), *iwi* (tribal groups) and *kaiwhakahaere* (relationship brokers) through greater integration, collaboration and partnerships. For example, the CPS is currently involving Māori communities in the design and delivery of services to achieve better outcome with Māori offenders.
- ✧ Implementing a new assessment tool called *Dynamic Risk Assessment of Offender Re-entry* (DRAOR). DRAOR gives probation staff an overview of the offender's current risk and helps staff to make professional judgments and decisions about managing the offender according to risk and behavioural change. However, it acknowledges that assessment of static risk remains a critical element of the offender's risk. DRAOR has been received positively by staff as it is an easy tool to learn and use, and it provides structured discussions about an offender's progress.

¹³ This means that one in every 110 persons in New Zealand is being managed by CPS. Offenders may be subject to one or more sentences at any one time.

- ✧ New Zealand's first Chief Probation Officer (CPO) was appointed with responsibilities in leadership, providing support in the design of probation practice and undertaking reviews of major incidents.

With the implementation of the *Community Probation Services Change Program 2009 – 2012*, New Zealand is confident that over the next five years, its CPS will be able to deliver a more effective and efficient probation services to ensure sentence/Order compliance by offenders, and a reduction in their likelihood of reoffending and risk of harm to others.

3. Written papers

In Brunei, the Housing Complex scheme was established in 1982 as part of the Government's commitment to provide protection, care and rehabilitation to certain individuals. The Housing Complex contains four separate homes depending on the age, gender and needs of the individual. One home is allocated for males under the age of 18 who require protection and care due to neglect, abuse or family problems. The other homes are for women and girls under the age of 18 or 21. Cases are referred to the court by government agencies (hospitals, schools and police). A court may then issue an order for the individual to reside in a home for a specified period. During their placement, the residents are provided with healthcare services, educational/vocational training, self development programs, religious studies and counselling. Sports, recreational and family activities are also held.

There are currently no community-based sentences in Cambodia. However, its *Criminal Procedure Code* (which was adopted in July 2007) contains alternatives to imprisonment such as Release under Judicial Control (which is similar to probation), and Conditional Release (which is akin to parole). Currently, the infrastructure and jurisdictional responsibilities required to implement these sentencing alternatives have yet to be put into place.

Korea provided a case study on its electronic location tracking device system which was implemented in October 2008. The device is used on those who have been released on parole for certain types of offences (for example, sex offenders, murderers and kidnappers), offenders on probation, and offenders on temporary release from prison (for example, to attend hospital). The devices are tracked by a central control centre for 24 hours per day. A probation officer is allocated to manage and supervise the offender's compliance with the conditions placed on him or her (for example, curfews and not to enter specified areas). The use of these electronic devices has been effective in reducing the recidivism rate of these offenders to 0.82% in June 2010. However, Korea indicated that the system could be further improved by allocating more human resources, using smaller devices and improving its accuracy.

4. Conclusion

All the presentations and written papers acknowledge that the role of corrections is to protect the safety of the general public by ensuring that the offender is rehabilitated to reduce their likelihood of reoffending. This can be successfully implemented provided that the following general key factors are adopted:-

- ✧ Applying appropriate management, interventions, and supervision.
- ✧ Educating the offenders' families and the general public about the aims and benefits of community-based sentences, including parole.

- ✧ Obtaining support systems for the offenders during their sentence, rehabilitation and reintegration into the community. It is important to build these support systems from the offenders' families, potential employers, volunteer groups and community organizations to provide accommodation, employment, and other forms of assistance.
- ✧ Collaborating and engaging with other government agencies in partnerships.
- ✧ Supervising and supporting the offenders' gradual return to the community.



Grinder and *Coola*, two orphaned Grizzly Bears, welcomed the APCCA delegates at the Refuge for Endangered Wildlife at Grouse Mountain in Vancouver, Canada

AGENDA ITEM 6

ASSESSMENT AND CLASSIFICATION TO FACILITATE SAFE CUSTODY AND REHABILITATION IN PRISON AND THE COMMUNITY (WITH SPECIAL REFERENCE TO HIGH RISK OFFENDERS)

1. Introduction

All participants agreed that good assessment and classification processes are vital in achieving the outcomes that are expected of modern correctional systems. Canada, India and New Zealand made presentations, and Brunei, Cambodia, Japan, Korea and Vietnam prepared written papers. The wide variety of issues and questions that were raised show that assessment and classification are very complex, multi-faceted tasks. It was also clear that different systems use somewhat different approaches and tools, so there was a good opportunity for shared learning.

2. Some Shared Objectives and Challenges

The papers referred to a number of general objectives that underpin assessment and classification systems. Canada pointed out that it is essential to get the initial assessment and classification right as this impacts on the whole sentence and therefore on the capacity to meet the broader objectives. The point was also made that these objectives are directly inter-related. For example, Vietnam noted that the purpose was to 'ensure the absolute safety of the prison, to ensure the security and order of detention and life safety for inmates and staff ... so we can apply educational content.' As India put it, 'Classification is the backbone of corrections: if you can't classify, you can't rehabilitate.' Similarly, Brunei commented: 'To provide rehabilitation programs and safe custody to customers is a mission Brunei prison has to accomplish.'

New Zealand provides another interesting case study. It is undergoing a fundamental re-evaluation of the direction of correctional services, with the intention of a greater focus on improving public safety through improved rehabilitation and re-entry initiatives. This is triggering system-wide changes, including changes to assessment and classification systems.

(a) Secure, safe and humane custody

An overriding obligation of all prison systems is to ensure the 'safe custody' of prisoners. In other words, prisoners should be housed in a facility and subject to a regime that minimizes the risk of escape, risks to staff, risks to other prisoners and risks to the prisoner himself or herself. Different prisoners obviously pose different levels and types of risk. For example, a prisoner who presents a high risk of escape may not pose any significant risk to fellow prisoners; some prisoners may pose a risk to other prisoners without posing a risk to staff; and some prisoners may pose a risk to members of the community but not to prison staff.

The concept of 'safe custody' also means that prisoners have the right to be free from assaults or ill-treatment at the hands of staff or fellow inmates. Sometimes, as India pointed out, this can mean separating some groups of prisoners from others as far as possible. An additional complication in

New Zealand and some parts of Australia is to assess the risks that are posed by the 'double-bunking' of cells that were designed and intended for single occupancy.

(b) Matching offenders to facilities, services and programs

Modern correctional systems demand much more from prisons than 'safe custody'. The reality is that the vast majority of prisoners will be released at some point: the only questions are when they will be released and what conditions, if any, will be applied to their release. Consequently, a key aim of classification and assessment is to provide education, treatment programs and training opportunities to prisoners with a view to reducing recidivism.

The papers confirmed that prison systems across the region accept the principle that, ideally, the majority of prisoners should be able to move through the system, ending up at lower security facilities (involving higher levels of trust and more personal responsibility) prior to their release. The visit to the William Head Institution on Vancouver Island provided delegates with a vivid practical example of this principle in the Canadian context.

Assessment and classification processes must also take account of a number of additional principles. For example, it is generally accepted that prisoners should be held as close to home as possible and some prisoners may have special mental or physical health needs.

(c) The public interest

Assessment and classification systems within prison systems tend to focus on prisoners, either as individuals or as groups. However, as a number of papers pointed out, the interests of the community at large are also at stake. It is important that the public and the media understand that the underpinning goal of corrections is to contribute to public protection. And long term public protection is not achieved simply by implementing effective security measures while people are inside the prison walls. It requires the effective targeting of rehabilitation and re-entry programs and services.

3. Security Classifications

(a) Sentenced prisoners

Different jurisdictions use somewhat different security classifications for sentenced prisoners. The Correctional Service of Canada's primary classification is three-fold: maximum, medium and minimum. However, some facilities are 'multi-level' – in other words, they house people with different security classifications. A number of countries, including Canada, also have a sub-category of maximum security prisoners who represent the highest risks (usually called 'Special Handling Unit' or 'Super-Max' prisoners).

Cambodia has worked hard over the past decade to develop more systematic classification systems and processes in line with international standards. It uses similar language to Canada, referring to 'high', 'medium' and 'low' security. Korea's security classifications are 'open', 'moderate', 'general' and 'maximum'. In Japan, the primary classification is rather different; it is whether the person has 'advanced criminal tendencies' or not.

As part of its wider process of change, New Zealand reassessed its security classifications and in March 2010 introduced a five-fold system: minimum; low; low-medium; high; and maximum. The perceived advantages of the new system include finer 'tuning' of assessments; lower escape risks;

improved prisoner access to rehabilitative programs; simplification (for example, no separate assessment is required to allow minimum and low security prisoners to work outside the prison); and greater transparency.

(b) Unsentenced prisoners

As noted below, assessment and classification processes necessarily emphasise factors such as the nature of the prisoner's current offences, the length of the sentence imposed for those offences and factors such as prior criminal record and prior custodial history. Such processes cannot be readily applied to prisoners who are 'on remand' or 'unsentenced' for the obvious reason that they have not been convicted and/or their sentence has not been decided. In many jurisdictions, including Cambodia and Australia, 'unsentenced' prisoners are therefore commonly classified as maximum security.

(c) Proportions in each classification

For a number of reasons, it is not possible to make sensible comparisons between different jurisdictions in terms of the proportions of prisoners in each security category. First, the terminology and the assessment criteria and processes differ widely. Secondly, as noted above, unsentenced prisoners present particular issues, and there are great differences in the number of unsentenced prisoners across the region. They range from less than 15 per cent in some countries to more than 50 per cent in others, including India; and the Correctional Service of Canada does not hold any remand prisoners, as they are held in provincial gaols. These differences obviously affect figures with respect to security ratings.

Thirdly, although institutions may carry similar security titles, the nature of the institutions may differ. For example, delegates who attended the 2009 APCCA in Perth as well as the 2010 conference were able to compare the William Head minimum security facility with Western Australia's Karnet Prison Farm. Although both facilities are designated minimum security, and share some common goals and characteristics, William Head had higher front gate security than Karnet.

Fourthly, prisoners may not actually be housed in prisons that correspond to their security ratings. For example, whilst the accommodation available to the Correctional Service of Canada seems broadly to match prisoner security classifications, some Australian jurisdictions have faced a shortage of minimum security accommodation and an over-supply of maximum security beds. This has meant that some prisoners with minimum security ratings have remained in medium or maximum security prisons and have been unable to progress to lower security facilities.

Despite these differences, it is worth making some general observations about the current usage of security ratings, as evidenced by the conference papers. In Canada, there are relatively high numbers of minimum and maximum security prisoners. However, there are also gender differences; significantly fewer male prisoners have a minimum security classification (15.4 per cent) than females (29 per cent) and more males are at maximum security (19 per cent) than females (12 per cent).

In Korea, the balance is very different from Canada. The vast majority of prisoners are either moderate security (30 per cent) or general security (63.5 per cent). Only a small number are either open security (2.6 per cent) or maximum security (3.5 per cent). In Japan, around 58 per cent of assessed prisoners have 'advanced criminal tendencies' and around 42 per cent do not.

In Cambodia, a large proportion of prisoners (over 50 per cent in total) are currently classified as high security. This number comprises all the unsentenced prisoners (around 30 per cent of the total

prison population) and around 40 per cent of sentenced prisoners. Of the remaining sentenced prisoners, thirty five per cent are classified as medium security and 25 per cent as low security.

In the new New Zealand system, only 23 per cent of prisoners have a high security rating (21 per cent) or a maximum security rating (2 per cent). Eighteen per cent are minimum security, 19 per cent are low security and 37 per cent are low-medium.

4. Criteria and Processes for Assessment, Classification and Review

(a) General principles and priorities

All participants agreed that effective modern assessment and classification processes should provide prisoners with a sentence plan which balances security and safe custody with the other objectives of modern corrections.

It is important to emphasise that sentence plans place responsibilities on both parties. On the one hand, prisoners can be expected to take advantage of the positive rehabilitative interventions available to them (including education, training and programs). On the other hand, the prison system itself should commit to actually delivering those programs, and to that end, sentence plans should include time lines for delivery. Sentence plans should also build in rewards for good behaviour (such as improved accommodation and reduced security constraints).

The papers all agreed that sentence plans should be subject to regular, systematic reviews. It was also agreed that there should be processes to allow reviews on an 'as-needs' basis. This might be the case, for example, if there is a significant change in the prisoner's family circumstances or mental health status.

Several papers and presentations also noted the importance of having good lines of communication with prisoners. The Canadian paper made the point as follows: 'Genuine, effective correctional planning requires open communication. Offenders need to know what is expected of them, including reasonable expectations regarding their safe reintegration.' In a number of jurisdictions, including Canada, good communication and due process are also important to reduce the number of potential court challenges to assessments and sentence planning.

(b) Some models: using actuarial tools and professional judgment

Most jurisdictions see value in using actuarial risk assessment tools alongside professional judgment in the assessment and classification process. However, good actuarial tools require good data and detailed analysis and research. There are significant differences in the extent to which actuarial tools have been developed in different countries. There are also differences in the processes that are adopted and in the personnel who are involved in those processes.

The conference discussions confirmed that no actuarial tool can be perfect and that it can be difficult to delineate exactly when clinical judgment should be allowed to override actuarial assessments. Furthermore, as the Canadian presentation emphasised, clinical judgments must be based on objective considerations which can, if necessary, be defended in court; they are not to be based on 'personal opinion'.

The Correctional Service of Canada (CSC) has invested considerable resources into data collection, analysis and research dating back over many years, and has worked with academic institutions and

scholars to validate and add value to its own work. The result is a highly structured assessment and classification system which examines risks and needs and aims to target programs and training to those risks and needs.

Canada's Offender Intake Assessment (OIA) process takes place at one of the Regional Reception Centres (ten across the country for men and five for women). It begins with very detailed evidence-based actuarial tools. However, even with the sophisticated data available to the CSC in developing its actuarial tools, it is recognised that professional / clinical judgment may sometimes be required. For example, some 'high risk' prisoners, such as psychopaths and people involved in organized crime or terrorism, may be well-educated, have no prior criminal history and have both a good work history and a stable family life. As such, the actuarial risk assessment tools may give them a score that is lower than their 'real' risk. In such cases, a further professional judgment is required.

The key outcome of Canada's OIA is a 'correctional plan'. This sets out how the prisoner's time in prison is to be managed. In particular, it includes a timeline of programs, education, employment training and other activities. Regular classification and assessment reviews are undertaken, again using a combination of actuarial tools and clinical judgment.

In most jurisdictions, assessment and classification is the responsibility of the custodial arm of the correctional system. In Canada, Parole Officers undertake assessment and classification work. They make recommendations to the Institutional Head who makes the final decision based on their advice. The engagement of Parole Officers at this early stage is intended to support the philosophy that the correctional plan is aiming for a structured movement towards release.

As previously noted, Cambodia's assessment and review processes have developed greatly over recent years. Every Prison Chief must now form a Classification Committee which includes health professionals as well as people with operational experience.

These committees must meet regularly to update and review decisions. They are assisted in their work by Prisoner Committees, which are joint committees involving staff and designated trusted prisoners.

The Brunei Prisons Department undertakes a range of assessments when a prisoner is first admitted. The assessments include screening documentation received from the courts and the police; examining any previous time the person has spent in custody; a health screening; a consideration of risk to others; and an consideration of the potential for religious and other counselling. The Board of Admission and Discharge has overall responsibility for the initial assessments and also for conducting regular reviews during the person's sentence. In recognition of the fact that most prisoners will be released, the Board has a general responsibility for monitoring their welfare after discharge as well as during their time in custody.

India's prison system has been undergoing significant change over recent years, with the goal of rehabilitation becoming stronger and with the courts placing a greater focus on prisoners' human rights. However, the system as a whole is still adversely affected by the fact that there are so many unsentenced prisoners. Given the vastness of the country, practices vary between different States but classification and assessment always play a key role. Assessments in India are based on a number of principles and considerations. They include separating different groups of prisoners as far as this is feasible; and conducting a thorough assessment of the prisoner's personal characteristics, social background, offending history and family circumstances. Unfortunately, recent terrorist events in India have meant that there must be a sharper focus on the specific challenges posed by prisoners who pose an extreme risk of violence and a threat to national security. As a result, there are now three distinct categories of 'high security' prisoners. Category 1 prisoners include those

involved in terrorist and extremist activities as well as violent and habitual criminals and prisoners with an escape history. Category 2 covers people convicted of murder, robbery and other particularly serious offences where there is an escape risk. Category 3 covers people who have committed heinous offences but do not pose a major escape risk.

Japan conducts an 'assessment for treatment' with respect to all new prisoners and these assessments are often undertaken at specific penal institutions. The assessments are based on a range of considerations, including prior criminal history and psychological and other expert reports. The outcome of these assessments is a 'treatment indicator' which determines the prisoner's placement and treatment during sentence. There is also a built-in system of regular review. The overall aim is for the prisoner to work progressively through the system to 'lower restriction levels'. At these lower restriction levels, prisoners have more freedom but also greater responsibility. Progress depends on the prisoner working to acquire skills and to access programs. One of the main concerns in Japan is the shortage of psychologists to assist in assessments and reviews.

In Korea, the Classification and Treatment Committee is responsible for decisions with respect to a prisoner's initial classification and any subsequent reviews. The starting point is an 'objective classification index' which is based on factors such as criminal history and previous custodial experience. As in Japan, the value of psychologists is recognised but there are limited numbers available. As a result, the system 'has a weakness of majorly relying on the nature and frequency of crime'. However, it is hoped that any such weakness can be addressed through flexibility in reviewing a person's progress.

New Zealand's new classification system has required the development of new assessment tools, and the continuing focus on improving public safety is likely to see further changes. As with most other countries, New Zealand uses actuarial tools and professional judgment. It is estimated that at present around 5 per cent of cases require a 'manual override'. One of the most significant challenges in New Zealand is to develop systems that meet the particular needs of Maori prisoners and additional resources are being devoted to these issues. Interestingly, there is also evidence that some programs that were originally designed by Maori for Maori can also be very beneficial for non-Maori offenders.





5. Conclusion

Assessment and classification systems must fulfill many roles, including the prevention of escape, the maintenance of good order in the facility and the provision of programs and other supports to reduce recidivism. It can sometimes be extremely difficult to achieve all these goals but the papers showed huge regional commitment and investment.

The papers also showed that the emphasis in assessments is shifting in the sense that long term public protection through rehabilitation and re-entry initiatives is being given greater weight. It is now recognised that, at least for the vast majority of prisoners, this long term objective is quite compatible with the immediate institutional requirements of security and safe custody.

Strong, evidence-based assessment and classification processes are critical to the success of corrections because they determine so much of how the person will be treated and managed in custody and on release. Flawed assessment and classification systems will lead to flawed outcomes.

The ideal model is one which translates into a sentence plan. Sentence plans place reciprocal obligations on both prisoners and the prison system: as the New Zealand presentation put it, three of the key targets are: 'right programs, right offenders, right time'. The participants also agreed that however good the initial assessment process may be, it is necessary to review decisions about individual prisoners at regular intervals.

One of the most interesting debates concerned the best balance between actuarial assessments and professional 'overrides'. It is likely that increasingly sophisticated actuarial tools will be developed in the coming years. However, it is also necessary to revisit the assessment tools at regular intervals – probably every five years – to consider any areas of improvement.

Ultimately, as the Canadian presenter said, 'no tool is perfect'. Some cases will always require the exercise of a professional judgment over and above the findings of any actuarial tool. The challenge is to get the best balance and to ensure that professional judgments have an objective foundation.



Centre - Commissioner Don Head, Elder Lloyd Haarala, Regional Deputy Commissioner Anne Kelly, and Warden Karen Smith-Black at William Head Institution

AGENDA ITEM 7

IMPROVING PUBLIC AWARENESS AND SUPPORT FOR CORRECTIONS

1. Introduction

For many reasons, it can be extremely difficult to garner and harness public support for corrections. For example:-

- ✧ the media tend to be interested only in negative stories (for example, when an ex-prisoner re-offends) and not the positive stories (for example, of the many people who do not re-offend);
- ✧ the community usually has little sympathy for offenders;
- ✧ the offenders tend all to be stereo-typed as dangerous or evil;
- ✧ there are competing demands for public expenditure (from schools, hospitals and numerous other quarters); and
- ✧ corrections often lag behind other criminal justice agencies (such as the police) in terms of public visibility and understanding.

Therefore, during recent APCCA conferences, there has been some discussion of ways to reach out more effectively to the community. Singapore, Hong Kong (China) and a number of other jurisdictions have put considerable effort into public education and awareness campaigns. This Agenda Item allows delegates to present their “success stories” of how they have sought to improve public awareness and support and to share their successes.

During the conference, presentations were delivered by delegates from Australia, Canada, Hong Kong (China), India and Singapore. However, written papers were also submitted by Brunei, Cambodia, Korea, Indonesia, Thailand and Vietnam.

2. Case Studies from the Presentations

The presentation from Canada highlighted a number of reasons why it was necessary to implement public awareness programs about corrections and to gather support from the community:-

- ✧ perception about crime rates
- ✧ public opinion which supports harsher penalties
- ✧ conflicting information about crime prevention, punishment and rehabilitation
- ✧ support for government’s „tough on crime“ agenda
- ✧ the average citizen has limited or no knowledge of correctional issues other than the high profile cases that have received media attention
- ✧ media reports on controversial correctional issues
- ✧ the Correctional Service of Canada has financial, geographical and technological challenges in reaching out to various community groups

There are numerous approaches to improving public awareness and support. They include:-

- ✧ public relations campaigns;

- ✧ an engagement with the media to give prominence to positive and not just negative stories;
- ✧ allowing the media into prisons;
- ✧ adopting a higher public profile;
- ✧ advertising (in newspapers, public transport etc);
- ✧ explaining the role of prison officers; and
- ✧ explaining why community support for ex-offenders is so important.

(a) Australia

The presentation focussed on Western Australia's Department of Corrective Services (WA-DoCS). In 2005, a number of high profile incidents involving prisoners attracted strong media attention, and resulted in the State Government and the public losing confidence in the prison system. As a consequence, a formal inquiry was held and 148 recommendations were made in a report. The incidents in 2005 showed five problems with a correctional system:-

- ✧ some prisoners may escape and some may cause harm to members of the public
- ✧ some prisoners may injure prison staff or other prisoners
- ✧ a substantial number of prisoners may re-offend when on parole
- ✧ it is possible to make incorrect decisions
- ✧ an adverse incident will frequently create a public outcry. If the incident is not dealt with appropriately, it will lead to injustice and further mistakes in the administration of the system.

In its vision to move forward, the WA-DoCS has adopted three philosophies to raise community awareness of the benefits and limitations of a correctional system, and to gather community support to improve the system:-

- ✧ *Making a Positive Difference* – Enhancing community safety by making a positive difference to offenders, staff and the community.
- ✧ *Sustainability* – Where possible, the WA-DoCS will use its own resources to cater to the needs of the system.
- ✧ *Role of Corrections* – To educate stakeholders on the role of corrections in society and its limitations.

To date, the WA-DoCS has conducted various activities and media releases to inform the community about corrections and to garner their support. These include online news site; presentations at forums; holding annual corporate events; filming a television series featuring offenders and staff; talkback radio broadcast from a prison; and promotion of activities undertaken by Work Camps and community based offenders.

To improve internal communications, the WA-DoCS has adopted the following strategies:-

- ✧ Equipping staff with the knowledge and skills on corrections to effectively communicate as individuals and as part of the team
- ✧ Fulfilling the staff's potential as ambassadors to the community
- ✧ Increasing staff satisfaction and sense of value (for example, awarding staff for long service)

The WA-DoCS has plans to implement e-communications as another method of raising public awareness and support for corrections and also to enable staff to access corporate information to achieve top performance in relation to customer service, communication and team work. During the presentation, it was acknowledged that correctional work will always be challenging and will generate strong emotions. Thus, "honesty and integrity is essential when responding to a „crisis" and visibility

and leadership are paramount.” It is therefore important, not only to generate public awareness and support from the community on corrections, but it is also important to have strong collaboration across government in order to formulate appropriate and effective policies and legislation.

(b) Canada

The Government of Canada’s Communications Policy and the *Corrections and Conditional Release Act* requires the Correctional Service of Canada (CSC) to consult with and involve members of the public¹⁴ about its policies and initiatives in a timely manner, to maintain a public educational program, and to involve the public in operational matters.

Thus, one of the biggest challenges facing the CSC today is to raise the community’s awareness, support and active participation in the offenders’ reintegration programs in order to create a safer community for all. Currently, CSC has implemented its *External Communications Strategy (2010-2013)* and *Citizen Engagement Framework*.

Over the next three years, the *External Communications Strategy* aims to:-

- ✧ increase public awareness and understanding of CSC’s programs, services and initiatives;
- ✧ position CSC as a key contributor to the safety and security of the general public;
- ✧ enhance CSC’s reputation (internally and externally) as an effective and professional public service organization; and
- ✧ increase the level of engagement of stakeholders, volunteers and average Canadian citizens in the important work undertaken by CSC.

The *Citizen Engagement Framework* is designed to help evaluate CSC’s citizen engagement efforts and assist the organization to:-

- ✧ raise awareness among citizens about the role of CSC, thereby dispelling myths;
- ✧ assist citizens in better understanding their role in ensuring safer communities;
- ✧ facilitate the inclusion of citizens and stakeholders in policy development;
- ✧ communicate correctional changes in an open and proactive manner; and
- ✧ foster an environment where citizens can participate in discussions and actions that will shape their community.

By using a *Citizen Engagement Matrix*, the *Citizen Engagement Framework* effectively maps out the various levels of public activities and involvement (passive and proactive) and what is involved with each. For example, some activities are information sharing whilst others aim to involve, collaborate or empower the audience. Citizen engagement activities are conducted by many groups within and outside of CSC, including Citizen Advisory Committees, the National Aboriginal Advisory Committee and National Victims Services Programs. Teachers and students can also access an educational resources portal which provides online learning materials on the justice system and corrections.

CSC has also partnered with non-profit organizations which work actively with Canadian communities. In 2009, CSC provided CND \$125,000 to over 25 non-profit organizations to assist them with delivering diverse programs, including discussions and dialogue with community groups and establishing community support networks for offenders.

CSC recognizes the need to be creative, proactive and targeted to meet the needs of its unique audiences in order to increase community awareness of, and participation in corrections. In implementing its *External Community Strategy*, CSC acknowledges that its strategic nature needs to

¹⁴ Including the media, Parliamentarians, victims and community stakeholders.

be “well-conceived, well-planned and well-executed in order to garner the positive results CSC is seeking” and shift public awareness and attitudes over the long-term.

(c) Hong Kong (China)

In May 2010, the Correctional Services Department (CSD) of Hong Kong (China) refined its Vision, Mission and Values Statement with the aim of making Hong Kong become one of the safest cities in the world. To achieve this, one of CSD’s Vision, Mission and Values Statement is to protect the safety of the community by educating the community about corrections and encouraging them to actively support offenders during their rehabilitation and reintegration programs. Thus, to achieve this objective, CSD has developed the following strategic framework:-

- ✧ Targetting four key audiences (namely, employers, students, community organizations and the general public).
- ✧ Publicising CSD’s correctional and rehabilitative work through specialised programs for each target audience.
- ✧ Formally recognising the contributions of individuals, community organizations and employers.
- ✧ Prisoner involvement and participation in community-based activities.

The following summarises CSD’s initiatives to educate and engage the community in offender rehabilitation programs and to recognise the importance of their contributions:-

✧ **Students**

The *Rehabilitation Pioneer Project* serves to educate students through prison visits; Educational Talks on the criminal justice system and CSD’s custodial and rehabilitative programs; visits to Correctional Services Museum; student forums held by CSD staff and NGOs on rehabilitated offenders and the consequences of committing crimes. In July 2010, a new Community Education Centre was established to generate greater awareness amongst students on criminal justice and correctional issues.

✧ **Employers**

CSD uses a number of strategies to inform employers about correctional programs and services, and to obtain their support. These include:-

- *Symposium on Employment for Rehabilitated Persons* to appeal to employers to give fair employment opportunities to rehabilitated offenders.
- Collaboration with merchant and trade associations and charity organizations to organise employment support services projects and to sponsor rehabilitation programs.
- Presenting “*Caring Employer Awards*” in recognition of the recipients’ contribution in supporting rehabilitated offenders.

✧ **Community organizations**

Community involvement includes exhibitions, fun fairs and sharing sessions on offender rehabilitation.

CSD has embarked on a number of projects with various community groups:-

- NGOs to provide counselling and welfare services to offenders, and organised cultural, religious and recreational activities.
- A dedicated website has been created to provide an interactive forum for NGOs and CSD staff to discuss initiatives and services to successfully implement offender rehabilitation programs.
- An NGO Service Day is held in recognition of all the NGO’s contribution in offender rehabilitation programs. In addition, an Outstanding NGO Volunteer Award Presentation

Ceremony was held in 2010 to formally recognise volunteers of 39 NGOs for their outstanding services in offender rehabilitation.

- Education projects have been set up to enlist support from university academics and NGOs to provide continuing education and assistance to offenders.
- Donations from the community have set up trust funds and education subsidy schemes to support offenders in their educational pursuits.

✧ ***Other community members***

CSD has also been actively engaging with the community through other means such as:-

- Variety shows on television and fairs
- Televising series of successful documentary dramas which won six overseas awards in 2010. The drama highlighted the plight of offenders during their rehabilitation and reintegration process and the need for public support.
- Appointing 17 renowned local athletes and artists as Rehabilitation Ambassadors to participate in offender rehabilitation activities and visits to correctional institutions.
- Formally recognising individuals for their long service and contribution through the Commissioner of Correctional Services" Partnership Award.
- Enabling offenders to undertake community service work in centres for the elderly and the blind. Offenders have also raised funds for NGOs by participating in community-based sporting events with the general public.

In conclusion, the strategic framework and initiatives implemented by CSD have been successful as a greater number of offenders are now more willing to share their experiences in public forums and in the media. To date, there are more than 2,000 volunteers and more than 70 NGOs, charities and religious bodies that are involved in supporting offender rehabilitation for a safer and more inclusive society in Hong Kong (China). There is no doubt that the level of community support will increase over the years to come.

(d) India

In India, there is strong public perception that offenders are to be shunned and there is a reciprocal fear amongst offenders that the community will treat them as social outcasts when released from prison. The challenge for India is to generate social acceptance of inmates by the community and the following initiatives have been identified towards making this positive change:-

- ✧ Making inmates visible before the public in a positive way
- ✧ Empowering inmates to excel in their chosen field of interest
- ✧ Confidence building amongst inmates
- ✧ Providing structured activities for inmates to interact with the community
- ✧ Enabling inmates to maintain physical links with family members

The following activities have been held to generate social acceptance of inmates:-

- ✧ Display of handlooms, paintings and handicrafts made by inmates in State exhibitions and public functions
- ✧ Cultural programs staged by inmates
- ✧ Periodic sporting events between inmates in public venues
- ✧ Inmates" participation in public celebrations such as Republic Day Parades
- ✧ Inmates" participation in cultural programs in prisons during certain festivals. A number of popular artists have also participated in these programs.

To build confidence in inmates on social acceptance, the following efforts have been made:-

- ✧ Certain inmates have been allowed to participate in Home Leave Programs. These programs have successfully enabled inmates to maintain ties with their families and allowed community members to gradually accept them socially.
- ✧ Periodic vocational training programs have been delivered to develop the inmates' skills and to encourage inmates with special talents to further develop these skills. As a consequence, a number of inmates have been released into the community with vocational skills that have been useful and appreciated by community members.
- ✧ Frequent interactions at Open Forums by inmates have reduced public perception of inmates as social outcasts.

In conclusion, India recognizes that although there has been a very gradual acceptance of inmates by the community, a lot more could be done to change public perception towards inmates. The way forward is to develop the following strategies:-

- ✧ Enlisting media support to generate public awareness about the role of correctional services.
- ✧ There is a need to generate proactive assistance and support from trade and industry groups in the inmates' rehabilitation and reintegration process.
- ✧ There is a need to generate welfare support for the inmates' families and victims of crimes (for example, by involving NGOs).
- ✧ There is a need to implement a Skills Development Program in order to provide vocational training programs to offenders which meet the needs of the industry.

(e) Singapore

In 2004, the *Yellow Ribbon Project* (YRP) was formally launched as a community engagement campaign to generate public acceptance and support for ex-offenders and their families. The objective of the YRP is to "provide a concerted and coordinated approach to create awareness, generate acceptance and inspire action within the community to support the rehabilitation and reintegration of ex-offenders" and to create a safe and secure environment for the community to live in. In the same year, Singapore hosted the 25th APCCA and it was a great opportunity for the Singapore Prison Services (SPS) to showcase the YRP at the conference.

The seed for the YRP was planted in 1999 when the SPS transformed its organization with a new Vision by shifting its mindset to be "Captains in the lives of offenders" by steering them to be responsible citizens with the help of families and the community. Together with its key partner, the Singapore Corporation of Rehabilitative Enterprises (SCORE), the Community Action for the Reintegration of Ex-offenders (CARE) Network was formed to formally coordinate key Government and non-government agencies in the provision of aftercare support services to ex-offenders.

- ✧ The *Singapore Corporation of Rehabilitative Enterprises (SCORE) Transformation* introduced the concept of rehabilitation of offenders through the provision of vocational/employability training, work in prison industries and employment assistance to support their eventual reintegration into the community.
- ✧ The *Community Action for the Rehabilitation of Ex-offenders (CARE) Network* was set up by SPS and SCORE, and was the first organization to formally coordinate key Government and non-government agencies in the provision of aftercare support services to ex-offenders.

The YRP drew inspiration from the 1970s hit song "*Tie a Yellow Ribbon Round the Old Oak Tree*"¹⁵ which described an ex-offender's desire for acceptance and forgiveness from loved ones and the community to set him free. Thus, the YRP's themes are to create *Awareness* of giving ex-offenders second chances; to generate *Acceptance* of ex-offenders and their families; and to inspire community *Action* to support ex-offenders in their rehabilitation and reintegration process.

Over the past seven years, the YRP has been structurally campaigned to maximise social acceptance and community engagement in the following ways:-

- ✧ *Thematic development* – In 2004-2005, the YRP campaign focussed on creating awareness and engaging the community in giving ex-offenders a second chance in life. In 2006-2009, the theme was extended to enable offenders and ex-offenders to "*give back*" to society. In 2010, the theme is honouring staff, volunteers, employers and partners.
- ✧ *Branding* – The use of a yellow ribbon has proven to be a simple, visible and successful method of gaining community support. The Yellow Ribbon logo is now synonymously recognised as a symbol of giving hope and a second chance to ex-offenders. Each September, the public is encouraged to wear a yellow ribbon to show its support for the YRP.
- ✧ *Media* – The YRP events have been publicised through its extensive use of the television, radio, newspapers, websites and posters. Powerful television commercials, films and documentary-dramas based on ex-offenders' struggles to reintegrate into the community have successfully increased community support and understanding.
- ✧ *Community engagement activities* – Since 2004, community activities have included concerts, conferences, movie screenings, fairs, festivals, art exhibitions, job fairs, Yellow Ribbon walks and runs.
- ✧ *Involvement from inmates and ex-offenders* – These include exhibiting their handicrafts, making and distributing the yellow ribbons, stage performances, packing gift packs and involvement in the media.
- ✧ *Celebrity engagement and Rehabilitation Ambassadors* – Popular celebrities and Rehabilitation Ambassadors have played an effective role in gaining strong public support for the YRP.
- ✧ *Community partnerships* – Over the years, a large number of organizations and community groups have initiated different types of support for the YRP such as donations, sponsorships, fund-raising and participating in the YRP events.

The success of the YRP is demonstrated by the following achievements and findings:-

- ✧ A public survey in 2007 revealed that more than 60% had a positive attitude towards offenders and were willing to accept them back to society.
- ✧ In 2005, the *Registration of Criminals (Amendment) Act* was amended to allow for spent convictions for certain non-serious offences provided the ex-offender kept a clean record for five years. Thus, those with spent convictions do not have to declare their criminal record in their job applications and have increased their employment opportunities.
- ✧ The success of the YRP has been recognised by the United Nations. It also received a number of awards in 2007 and 2008 for community safety and security, outstanding project and community engagement.
- ✧ Between 2004 and 2009, the key achievements of the YRP included the following:-
 - 807 new employers registered with SCORE's Job Bank
 - There were about 900 volunteers

¹⁵ By the pop group *Tony Orlando and Dawn*.

- S\$7.8 million was raised for the *Yellow Ribbon Fund (YRF)* – The YRF is the first national charitable fund established solely for the development and implementation of rehabilitation programs, and services for ex-offenders and their families. To date, about 300,000 ex-offenders and their families have benefitted from receiving S\$3 million.

The success of the YRF is due to the close partnership between the Government, community partners, companies and individuals who are committed in giving ex-offenders a second chance in life. It reflects the power and pivotal role which the CARE Network plays in transforming the community's view and gathering their support towards a common purpose in helping the ex-offenders' reintegration into the community.

3. Case Studies from Written Papers

Written papers were submitted by Brunei, Cambodia, Korea, Indonesia, Thailand and Vietnam. Generally, all these countries indicated that members of the public have a negative view about offenders and therefore, social acceptance of offenders by the community is a challenge that needs to be resolved to ensure the offenders' successful rehabilitation and reintegration into the community.

In Brunei, to encourage the public's favourable acceptance of ex-offenders, the following initiatives have been implemented by the Brunei Prisons Department (BPD):-

- ✧ Collaboration with NGOs and law enforcement agencies to conduct visits and deliver seminars to public agencies, private agencies, schools and colleges.
- ✧ Holding campaigns and road shows to generate public awareness and support.
- ✧ Appointing Visiting Justices as they provide invaluable information to high ranking officers and prominent business associates about corrections and the support they can provide.
- ✧ Using the media to raise public awareness and support in corrections.
- ✧ Televising a documentary which successfully raised social awareness about correctional issues, and the struggles faced by inmates during their rehabilitation and reintegration process.
- ✧ In 2008, a Prison Gallery/Museum was opened to the public to provide information and opportunities to discuss about prison life.

The Royal Government of Cambodia's Policy Reform has assisted the Cambodian General Department of Prison (the Cambodian Prison Department) to transform its prison from a static security system to a dynamic system which provides rehabilitation services to its inmates. A *Policy Framework for Prison Reform* has been developed to implement these reforms. One of its key objectives is "to win the hearts and mind of communities for their support to our reform system". Thus, the Cambodian Prison Department has implemented its 5-year *Strategic Plan (2008 – 2013)* that contains a number of goals and objectives. There are two objectives which are relevant in improving public awareness and support for corrections:-

- To improve prisoners' and families' access to information and legal services.* The following strategies have been established:-
 - ✧ Awareness programs for prisoners on their rights and obligations.
 - ✧ Collaborating with legal aid organizations to produce resource materials for prisoners and their families.
 - ✧ Enabling prisoners to access legal services in a confidential environment
 - ✧ Providing advice to prisoners who are released in the community.
- To develop a media policy that provides information on correctional services.* The following strategies have been established:-
 - ✧ Developing a media policy on the government's community education

- ✧ Developing internal communication systems which provide ongoing education to prison staff and promote a positive prison culture.
- ✧ Consulting with external agencies to develop resource materials on prisoner's rights and assistance when incarcerated.
- ✧ Developing the capacity to establish an Office of Media.

The implementation of the Prison Reform and the Strategic Plan in Cambodia has been recognised positively by international organizations, NGOs, the media and the general public. This has resulted in better services to prisoners, a reduction in negative media reports and an increase in the number of NGOs providing support services to prisoners and their families. It is hoped that this positive momentum will continue over the years to come to further increase public awareness in assisting the prisoners' successful reintegration into the community.

In its written paper, Indonesia discussed the various partnership arrangements it has with other Ministries, institutions and NGOs to generate their involvement in corrections:-

- ✧ A partnership agreement has been reached with the Ministry of Health to improve the delivery of health services to prisoners. The future plan is to provide free health services to prisoners through a Community Health Insurance Program.
- ✧ A cooperative agreement with the Ministry of Education aims to deliver continuing educational programs to prisoners.
- ✧ Discussions are being held with the Indonesian Chamber of Commerce to enable prisoners to utilise their vocational skills and to be financially rewarded.
- ✧ Links with the Ombudsman have been established to improve services to prisoners and the community about management and punishment issues.
- ✧ Discussions have been held with the Indonesian Journalist Association to provide information about the role of corrections.

The following three strategies have been implemented in Indonesia to raise community awareness and support in corrections:-

- ✧ A new Directorate of Information and Communication has been established to provide information to the public about correctional issues.
- ✧ Enabling inmates to be involved in community activities such as exhibitions and sports to build positive rapport between inmates and the community.
- ✧ Enabling members of the community to actively participate in prisoner treatment activities.

In its written paper, the Korea Correctional Service identified the "*Borami Corp*" as its major achievement in raising public awareness and understanding of correctional administration. In March 2010, the "*Borami Corp*" was initiated by inmates, correctional officers and correctional committee members from 36 correctional institutions for inmates to be involved in community work prior to their release. The aim of "*Borami Corp*" is to generate community support, to assist the inmates' reintegration into the society and to foster harmony with the local community. By undertaking community work, the inmates are able to show repentance for their crimes and for the citizens to understand the role of corrections. A "*relationship restoration program*" ensures that monies received by participating inmates are donated to the support organization for victims of crime. In October 2009, 131 out of 450 inmates who participated in the program obtained employment when released. In April 2010, 1,184 inmates took part in the program and 481 obtained employment.

The "*Borami Corp*" initiative has been successfully implemented in Korea as released inmates have gained employment in the community in a supportive environment and this has alleviated the labour shortage issue. Although there is evidence that "*Borami Corp*" has significantly increased public awareness and support for corrections, the Korea Correctional Service is of the view that its

expansion has been hampered by security issues and the remaining public's negative attitude towards criminals.

The Department of Corrections in Thailand highlighted the following initiatives it has implemented to raise public awareness and support in corrections:-

- ✧ During Prison Product Exhibitions, the “*Ku Kon Kook*” Project (Teachers from Behind Bars) allows skilled prisoners to teach short-term vocational courses to community members. This Project has successfully attracted positive responses from the media and the general public.
- ✧ Conducting Prison Tours for the media and diplomats to generate a better understanding of the role of corrections and the challenges faced the Department.
- ✧ Engaging key stakeholders (such as social welfare organizations and local administration agencies) to assist the Department in raising public awareness and support in corrections, and to support released prisoners during their reintegration process.
- ✧ Collaborating with key government agencies (such as the Department of Social Development and Welfare and Department of Skill Development) to increase the employment prospects of prisoners in order to reduce recidivism rates. In addition, a project has been implemented in Bangkok to assist prisoners to deal with issues such as social acceptance, discrimination and rejection by employers.
- ✧ A *Social Welfare Partnership in Corrections Program* provides benefits for the Department, community and prisoners. These include collating data on the released prisoners' progress in the community; providing pre-release programs for prisoners; arranging Restorative Justice activities to reconcile conflicts between victims, prisoners and the prisoners' families; and assisting released prisoners to obtain employment.
- ✧ In 2010, a “*Thai Khem Kaeng*” *Economics Stimulus Program* was initiated to employ skilled prisoners, parolees and young offenders in certain agencies such as the Department of Corrections and the Department of Probation. If successful, the employees will be offered employment in private or public sectors. About 900 ex-prisoners are currently working in the Department of Corrections (such as security guards, drivers, general officers, and traditional masseur/beauty salon worker).
- ✧ All correctional facilities have to arrange *Pre-Release Programs* for prisoners consisting of 30 to 100 hours participation in four programs (namely, physical training, mental health, family bond and living quality, and short-term vocational training programs). Prisoners who have almost completed their pre-release program undertake external work activities (such as renovating religious building, and helping the handicapped and elderly). Job Fairs are also held to assist the prisoners in gaining employment. Follow up assessments are conducted by correctional staff for a 2-month period.

In recent years, Vietnam has implemented a number of initiatives to improve public awareness and support for corrections which has resulted in many positive changes in correctional services. For example, prior to the inmate's release from prison, the local police play an important role in the inmate's reintegration into the community (such as issuing identity cards, reviewing the inmate's place of residence and employment opportunities). Vietnam's Prison Department liaises with various social organizations such as Trade Unions, Youth and Women Union to visit inmates, and to develop activities and educational programs for inmates. Vietnam's future strategy is to establish various vocational training centres for inmates to increase their employment prospects upon their release and to have a stable life.

4. Conclusion

In summary, the presentations and written papers have highlighted the following common themes in improving public awareness and public support for corrections:-

- ✧ Positioning of corrections as the key contributor to public safety and in reducing re-offending.
- ✧ The need to inform and communicate to the general public about correctional services and how they can support public safety by assisting prisoners during their reintegration into the community.
- ✧ Public perceptions are driven by the media, politicians and serious incidents involving prisoners. The media tend to be interested only in negative stories (for example, when an ex-prisoner re-offends or escapes) and not the positive stories (for example, of the many people who do not re-offend).
- ✧ Recognition of the diversity of audiences and the need for varied communication mediums and strategies.
- ✧ Key aims are to educate, communicate, motivate, engage and gain greater social acceptance. It is also important to acknowledge the contributions made by individuals and community groups in assisting prisoners and their families.
- ✧ An impressive range of innovative ideas, activities and programs has been developed by the respective countries to raise public awareness and support for corrections. These include:-
 - deliberate engagement with public and private sectors, community groups and individuals.
 - mass engagement activities such as holding public events, documentaries, and using the television, radio and internet.
 - building ambassadors out of volunteers, employers and staff.
 - inviting the media, employers, community groups and leaders into correctional facilities.

In conclusion, all the presentations and papers acknowledge that raising public awareness and public support for corrections is an important aspect of correctional services work. However, it is also important for correctional services to play a role in supporting offenders during their reintegration process by assisting them to re-adjust to life in the community, to deal with negative community reactions, to re-unite with their families and to gain employment. In addition, the nature of correctional business means that high profile issues will arise (for example, escapes from prisons or serious incidents within prisons) which require constant media management and implementing public awareness campaigns as a long-term commitment. Thus, in order to successfully raise public awareness and support for corrections, it is important for correctional organizations to engage effectively and efficiently with the community, government agencies and other stakeholders about correctional issues, and to formally acknowledge their contribution. As aptly put by one presentation:-

“We can’t do it on our own”.



Group photo at William Head Institution, Minimum Security Facility, Vancouver Island



Drummers at William Head Institution

CONFERENCE BUSINESS

Introduction

APCCA has both a Finance Committee and a Governing Board (and the Secretariat acts as the Administrator of the APCCA fund). The membership and roles of the Finance Committee and the Governing Board are set out in the 2002 Joint Declaration (see *Appendix M*).

The Governing Board met on Sunday 3 October 2010 to discuss a number of matters and to consider possible recommendations to be taken to the full conference. The meeting of the Governing Board was preceded by a meeting of the Finance Committee.

<p>APCCA FINANCE COMMITTEE MEETING 3 October 2010</p>

The Report of the Finance Committee is at *Appendix L*.

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

<p>MEETING OF THE APCCA GOVERNING BOARD 3 October 2010</p>
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Under the *Joint Declaration*, the Chair of the Governing Board is the Conference Host. Mr Don Head, Commissioner of the Correctional Service of Canada, gave a warm welcome to delegates and chaired the meeting.

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

1. APCCA Secretariat Report

Mr Sin Yat-kin, Commissioner of the Correctional Services Department of Hong Kong (China) reported on the Secretariat's activities in 2009-2010. The Secretariat's report is included as *Appendix G* 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 (2009-2010)*

Hong Kong (China) is the Administrator of the APCCA Fund. The Commissioner of the Hong Kong (China) Correctional Services Department, Mr Sin Yat-kin briefed members on APCCA's financial position. The position is healthy. A total of US\$26,931 was received by way of contributions in the period from 1 October 2009 to 31 August 2010. After deducting expenditure and bank charges, the net surplus was US\$11,163. At 31 August 2010, the current accumulated surplus was US\$126,130.

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

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

The Governing Board thanked the Fund Administrator and resolved that the "Report on the Administration of the APCCA Fund" should be tabled to the conference.

3. Governing Board Membership

Clause 14 of the *Joint Declaration* contains detailed rules relating to membership of the Governing Board. Under these rules, the membership of the Governing Board runs from the end of one conference to the end of the next conference.

The Governing Board members for 2009-2010 were:

- ✧ Canada (2010 host and Chair);
- ✧ Australia, Malaysia and Vietnam (the three immediate past hosts);
- ✧ Japan (the 2011 host);
- ✧ Hong Kong (China) and Singapore (the Secretariat);
- ✧ Solomon Islands, Japan, India and China (elected members); and
- ✧ Cambodia, Brunei and Tonga (rotating members who were present at the 2009 conference).

(a) Elected Members

The process for holding 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 will step down after four years' service.

It was noted that the elected members of the Governing Board for 2009-2010 were the Solomon Islands (elected 2006), Japan (elected 2007), India (elected 2008) and China (elected 2009). Under the terms of the *Joint Declaration*, the Solomon Islands would therefore step down as a member at the end of the 2010 conference but would be eligible to stand for re-election.

(b) Rotating Members

The Rapporteur stated that the rotating members for 2009-2010 would be confirmed at the final Business Session of the conference when the elected membership was finalised.

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

4. Hosts for future APCCA Conferences

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

- ✧ 2011: Japan
- ✧ 2012: Brunei

Japan confirmed that it will host the 2011 conference in Tokyo from 9 to 14 October 2011. Brunei indicated that it was awaiting final confirmation for 2012 from its government and would inform the Secretariat and the Rapporteurs as early as possible in 2010.

India generously offered to host the 2013 conference. The Governing Board accepted this offer with thanks and appreciation.

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

5. Report on the Number of Delegates and the Two Round Process for Registrations

Canada reported that, as stated at the 2009 conference:

- ✧ Government funding limits had made it necessary to place a limit on the number of delegates; and
- ✧ it had used a two-round process for registrations.

Canada reported that the two-round process of registrations had proved successful in that:-

- ✧ it had given a clearer indication of the likely number of attendees at an earlier stage;
- ✧ it had ensured that the maximum number of countries could attend; and
- ✧ more generally, it had proved an efficient and effective way of managing the registration process.

Canada recommended, based on this experience, that future hosts may wish to adopt a similar system and offered to share its experience.

6. Conference Program

The program for the 2010 conference was somewhat different from previous years in that, as agreed in 2009, no distinction was drawn between “Agenda Items” and “Specialist Workshops”. On the Wednesday afternoon, there was also a specialist presentation by Canada on its Integrated Correctional Program Model (ICPM). As a result, discussion of the various topics extended through three full days rather than two and a half days.

The Board discussed these arrangements and the majority concluded it was a good model. There was also some discussion of whether the number of conference topics should be reduced to permit more in depth discussion. It was suggested that this was one of the matters that could be considered by any Working Party that might be established to review the future directions of APCCA (see heading 11 below).

7. Role of Host in Drafting of Discussion Guide and Report

Canada commented that it would have been happy to play a role in drafting the Discussion Guide and the Conference Report. Professor Morgan said that the rapporteurs always welcomed assistance and input. He said that in future he would try to ensure that the hosts had an opportunity to comment on the draft *Discussion Guide* before it was circulated. He also said that the rapporteurs welcomed comments on the draft report.

8. Rapporteurs' Fees

(a) 2009-2010

The approved honorarium for Rapporteur services has been US\$10,000 since the commencement of the *Joint Declaration* in 2002. That amount has traditionally been split 75% to Professor Morgan and 25% to Ms Irene Morgan. The Rapporteurs stated that this was no longer a fair representation of the workloads of the Rapporteurs and that Ms Morgan currently undertakes around 60% of the load spread throughout the year. The Rapporteurs therefore requested: (i) a 50%/50% split; and (ii) that the 50%/50% split be applied with effect from the 2009-2010 year.

Professor Morgan advised that he would not claim his share of the honorarium for 2009-2010, so that amount would remain in the APCCA fund.

The Governing Board (in the absence of the Rapporteurs) approved: (i) the proposed 50%/50% split in the honorarium; and (ii) a payment of US\$2,500 to Ms Irene Morgan for 2009-2010 so that her total honorarium for 2009-2010 will be US\$5,000.

(b) 2010-2011 onwards

The Rapporteurs noted that the fee for Rapporteur services has remained unchanged for around decade despite an increasing workload, and requested the Board to consider increasing the fee to US\$12,500 with effect from 2010-2011.

Professor Morgan noted that it was unlikely that he would claim an honorarium in 2010-2011.

The Governing Board (in the absence of the Rapporteurs) approved an increase in the honorarium to US\$12,500.

9. Increasing the APCCA Subsidy to Host Countries

An amount of US\$5,000 has been available from the APCCA Fund to help hosts to meet the costs of the Rapporteurs' airfares and accommodation. However, the Board noted that there could be a wide disparity in the actual costs incurred by the host. In Canada, the total costs would be in the region of US\$25,000 (leaving a gap of some US\$20,000); whereas in Perth in 2009 (the Rapporteurs' home town), the APCCA subsidy was sufficient to cover all costs.

The Board considered, in light of the annual contributions to and expenditure from the APCCA fund, whether the amount could be increased. The two main options were identified as:

- (i) increasing the subsidy to a higher dollar amount; or
- (ii) refunding a proportion of the hosts' actual costs.

After discussion, it was generally agreed that option (i) provided greater certainty in terms of the management of the APCCA Fund.

The Board resolved that the subsidy to the hosts should be increased from US\$5,000 to US\$8,000, with effect from the 2010 conference in Canada.¹⁶

¹⁶ The 2006 Conference in New Zealand had foreshadowed such an increase.

10. Conference Fees for Spouses

Canada noted that because of very strict government rules regarding hospitality, it had not been possible to extend hospitality to the spouses of delegates except in the opening reception and the two conference dinners. Many Board members said that they face similar issues in their countries and that, when hosting APCCA, they would need to consider a similar approach to Canada.

11. Formation of a Working Group to Chart APCCA's Future Directions

APCCA has been in existence for around 30 years. The last review of its operations and directions was in 2001-2002. This culminated in the signing of the APCCA *Joint Declaration* in Bali, Indonesia, in 2002. Since that review, APCCA has grown in strength and relevance. The strong traditions that have been established need to be maintained. However, the Governing Board was invited to consider whether a Working Group should be formed to consider optimal future directions over the next decade. It was noted that there had been a number of changes since 2002 (including the evolution of APCCA itself and the establishment of the International Corrections and Prison Association (ICPA) as another, very different, forum for correctional services) and also that the idea of a Working Group had been suggested to the Rapporteurs by some delegates during the 2009 conference.

Mr Don Head, Commissioner of the Correctional Service of Canada, emphasised the importance of maintaining APCCA's traditions and building on the strong position that had now been achieved. He said that Canada would support the establishment of such a Working Group and was prepared, subject to the views of the Board, to prepare a short discussion paper for consideration later in the conference.

During the discussion of this matter, all members stressed the importance of maintaining the unique strengths and culture of APCCA. However, all members concluded that a review of the role and best future directions was timely and appropriate.

The Board thanked Canada for its offer to prepare a brief discussion paper and resolved to meet again on Wednesday 6 October for further discussion.

12. Other Business

There was no other business.



City of Vancouver - Photo provided by Tourism Vancouver

FIRST CONFERENCE BUSINESS SESSION

4 October 2010

Mr Don Head, Commissioner of the Correctional Service of Canada, chaired the meeting and warmly welcomed all delegates. The First Conference Business Session considered the following items.

1. APCCA Secretariat Report

Mr Sin Yat-kin, Commissioner of the Correctional Services Department of Hong Kong (China) reported on the Secretariat's activities in 2009-2010.¹⁷

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

2. Report of APCCA Fund Administrator

Mr Sin Yat-kin, Commissioner of the Correctional Services Department of Hong Kong (China) presented the report of the APCCA Fund administrator in the same terms as to the Governing Board (above).¹⁸

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

3. Governing Board Membership 2009-2010 and 2010-2011

The Rapporteur, Professor Morgan explained that Clause 14 of the APCCA *Joint Declaration* lays down very detailed rules regarding membership of the Governing Board.

Professor Morgan then noted that under these rules the membership of the Governing Board for 2009-2010 was as follows:

- ✧ Canada (2010 host and Chair);
- ✧ Australia, Malaysia and Vietnam (the three immediate past hosts);
- ✧ Japan (the 2011 host);
- ✧ Hong Kong (China) and Singapore (the Secretariat);
- ✧ Solomon Islands, Japan, India and China (elected members); and
- ✧ Cambodia, Brunei and Tonga (rotating members who were present at the 2009 conference).

Professor Morgan explained, as per the deliberations of the Governing Board (see above), that the Solomon Islands' term as an elected member expired at the end of the 2010 conference. He also noted that the Solomon Islands had expressed an interest in seeking re-election. He asked other countries to consider nominating and noted that a ballot would be held if more than one nomination was received by close of business on Monday 4 October 2010.

Professor Morgan informed the conference that the following members were confirmed for the 2010-2011 Governing Board membership:

¹⁷ The APCCA Secretariat's report is *Appendix G* to this report.

¹⁸ The full Report of the Administrator of the APCCA Fund is *Appendix F* to this report.

- ✧ Japan (host and Chair);
- ✧ Canada, Australia and, Malaysia (the three immediate past hosts);
- ✧ Brunei (the 2012 host);
- ✧ Hong Kong (China) and Singapore (the Secretariat); and
- ✧ Japan, India and China (as elected members)
- ✧ The remaining members (one elected member and three rotating members) would be confirmed at the final conference business session.

4. Future Hosts

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

- ✧ 2011: Japan
- ✧ 2012: Brunei
- ✧ 2013: India

Japan confirmed that it will host the 2011 conference in Tokyo from 9 to 14 October 2011. As discussed at the Governing Board meeting (see above), Brunei indicated that it was awaiting final confirmation for 2012 from its government and would inform the Secretariat and the Rapporteurs as early as possible in 2010.

Other APCCA members were invited 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 J*).

6. Appointment of Agenda Committee

The role of the Agenda Committee is to consider topics for the next conference. The committee's role is to report back to the final Conference Business Session with its recommendations.

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

Professor Morgan requested delegates to submit their topic suggestions to the Rapporteurs or the Secretariat, by noon on Wednesday 6 October 2010, for consideration by the committee.

7. Other business

(a) Report on the work of the Governing Board

Mr Head and Professor Morgan reported to the full conference on the deliberations of the Governing Board with respect to the following matters (for details, see items 5 to 11 in the report on the Governing Board above):

- ✧ Report on the Number of Delegates and the Two Round Process for Registrations
- ✧ Conference Program
- ✧ Role of Host in Drafting of Discussion Guide and Report
- ✧ Rapporteurs' Fees
- ✧ Increasing the APCCA Subsidy to Host Countries
- ✧ Formation of a Working Group to Chart APCCA's Directions

(b) Forthcoming APCCA Newsletters

Delegates were requested to consider submitting articles for inclusion in the upcoming issues of the APCCA Newsletter:

- ✧ “Performance Management”(submissions due mid-November 2010)
- ✧ “Staff Training” (submissions due June 2011).

Report of the Governing Board Meeting held on 6 October 2010 to consider the establishment of a *Working Group on Future Directions for APCCA*

Further to the deliberations of the meeting of the Governing Board on 3 October 2010 (see above) and of the First Conference Business Session on 4 October 2010, members of the Governing Board met on Wednesday 6 October.

Please see *Appendix H* for the Report of the Governing Board Meeting held on Wednesday 6 October. Mr Don Head prepared a discussion paper which was circulated and discussed at that meeting. A full copy of Mr Head’s discussion paper is included in *Appendix H*.

SECOND CONFERENCE BUSINESS SESSION

8 October 2010

1. Membership of the Governing Board 2010-2011

As discussed at the first conference business session, the Solomon Islands' term as an elected member of the Board finished in 2010. The Solomon Islands nominated again to be elected a member. There were no other nominations for election, so the membership of the Governing Board for 2010-2011 is as follows:

2011 Host:	Japan (Chair)
3 immediate past hosts:	Canada (2010) Australia (2009) Malaysia (2008)
2012 host:	Brunei
APCCA Secretariat:	Hong Kong SAR Singapore
4 elected members:	Japan (elected 2007) India (elected 2008) China (elected 2009) Solomon Islands (elected 2010)
3 rotating members:	Thailand New Zealand Mongolia

2. Production of the 2010 Conference Report

A draft report will be circulated to delegates for comments in December 2010 / January 2011. Thereafter, the Rapporteurs will finalise the Conference Report in collaboration with the host and the APCCA Secretariat. The host will print and distribute the final Conference Report as soon as practicable in 2011.

3. 2011 Conference Topics: Report of Agenda Committee

The Agenda Committee (Canada, Australia, Hong Kong (China), India, Japan and Singapore) met on Wednesday 6 October 2010.

The following five principles govern the selection of APCCA topics:

- ✧ APCCA's philosophies
- ✧ Delegates' suggestions
- ✧ Regional diversity
- ✧ Host's priorities
- ✧ Avoiding undue repetition from previous years

A total of 66 suggested topics were received from delegates. The Rapporteurs analysed these and suggested to the committee a number of possible topics for 2011. After discussion, the committee resolved to recommend the following Agenda Items:

AGENDA ITEM	TOPIC
Agenda Item 1	Challenges and initiatives in corrections
Agenda Item 2	Contemporary issues in correctional facility construction
Agenda Item 3	International collaboration (in training and executive development, international prisoner transfer and the sharing of best practices)
Agenda Item 4	Partnerships with the private sector: challenges and opportunities
Agenda Item 5	Recruiting staff with the desired skills and attributes
Agenda Item 6	Engaging and communicating with the community
Agenda Item 7	Responding to the changing offender profiles

The conference approved the Agenda Committee's recommendations.

4. Preparation of Papers for APCCA 2011

The Rapporteurs requested delegates:

- (a) To ensure that papers are prepared and sent to the hosts well in advance of the conference. This will allow the hosts to translate the papers for their own staff and to prepare for the conference itself. It will also ensure that copies can be distributed to delegates in advance of the conference.
- (b) To make papers as concise as possible.

5. Proposal for a Working Group on APCCA

Professor Morgan reported on the deliberations and resolutions of the Governing Board with respect to the establishment of a Working Party to discuss future directions for APCCA. He also invited members who were not at the Governing Board meeting to inform the Rapporteurs or the Secretariat if they wished to be members of the Working Group.

6. Other Business

Australia, Hong Kong (China), India, Malaysia and the Solomon Islands formally thanked the Commissioner of the Correctional Service of Canada, Mr Don Head, 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 thanked the hosts for their openness in allowing delegates to visit the William Head Institution on Vancouver Island. All spoke, too, of the important role that APCCA plays 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.



Peter Ruttan, Suzanne Leclerc, Chris Price, Commissioner Don Head, Elizabeth van Allen, Anne Kelly, Bev Arseneault

CLOSING CEREMONY

The Closing Ceremony was held in the Saturna Room at the Fairmont Vancouver Hotel. Mr Don Head, Commissioner of the Correctional Service of Canada, Ms Irene Morgan (Rapporteur) and Mr Kenichi Sawada (2011 host) delivered Closing Addresses.

The APCCA symbols were then escorted from the room by the Honour Guard of the Correctional Service of Canada and the conference officially concluded.

Address by Mr Don Head Commissioner of the Correctional Service of Canada

Heads of delegation, distinguished guests, colleagues, ladies and gentlemen,

We have reached the final day of the 30th Asian and Pacific Conference of Correctional Administrators and it is time for us to bid farewell.

I would like to acknowledge Professor Neil Morgan and Ms Irene Morgan, Mr Ian Johnson, Commissioner, Corrective Services, Western Australia, host of the 29th APCCA Conference. I would like also to acknowledge Mr Kenichi Sawada, Deputy Director General of the Corrections Bureau of Japan, our host for next year.

I realize it has been a very busy week. Over the last five days we have covered a wide range of topics and your active participation and opinions have made this conference productive and meaningful.

This conference has provided an opportunity for all of us to consolidate stronger ties between the member countries and to generate new insights and inspirations that will guide individual jurisdictions in addressing more effectively the current and future challenges.

Equally important, each of us has been able to renew old friendships and form new partnerships that will benefit each of us throughout the year.

Another highlight of the conference was certainly the visit to William Head Institution, a minimum-security institution on Vancouver Island. I know each and every one of you enjoyed the tour of this impressive facility, where you had the occasion to appreciate the Canadian wildlife as well.

The year-long preparation for this conference has paid off resulting in a successful event. I would like to thank you all for the support and co-operation extended to us as a host for this year's conference.

I would like to express my sincere thanks to Ms Anne Kelly, Regional Deputy Commissioner, Pacific Region; Ms Karen Smith-Black, Warden of William Head Institution; the CSC Ceremonial Guards; the Organizing Committee; the staff of the Correctional Service of Canada; and all the liaison officers who embody the hospitality of Canada which, I am confident, will bring good memories to our guests for years to come.

I would like to extend a special thank you to Suzanne Leclerc, the Conference Organizer and Cezary Gesikowski, the conference photographer.

As you know, the host of next year's Annual Conference will become the Governing Board Chair upon the conclusion of the current conference. The moment has come for me to pass this honour to Mr Kenichi Sawada, Deputy Director General of the Corrections Bureau of Japan. I am confident that he will carry out the duties most efficiently and effectively for the APCCA 2011. I am now pleased to call upon Mr Sawada for the handover of the APCCA symbols as a tradition of the APCCA.

Closing Speech by Ms Irene Morgan Rapporteur

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 Coast Salish Territory.

We would also like to formally acknowledge and thank the *Aboriginal Wellness Committee* members who gave an excellent performance yesterday at Salmon House, in sharing their culture, music and dance. It was a mesmerizing and unforgettable experience for me personally, and I am sure that everyone who attended the ceremony would have been touched, in one way or another, by the performance.

This conference was attended by 19 countries. Fiji, Sri Lanka and the Philippines were not able to attend, and we acknowledge the written papers they had submitted and their continued involvement with APCCA.

Neil and I pay tribute to the very high quality of the written papers and the presentations during all the sessions. We have seen a genuine sharing of ideas and openness during the sessions, and how these sessions have continued to generate discussions amongst delegates about the theme: "*Changing Lives – Protecting Communities*". Delegates also gained insight into Canada's Integrated Correctional Program Model, the uniqueness of William Head Minimum Security Institution, the spectacular buildings in Victoria, and the beauty of Grouse Mountain and Vancouver at night.

Let me now thank all those involved in making the 30th APCCA such a great success. Commissioner Don Head, I would like to pay special tribute to your superb skills in managing and chairing this conference, and for the very warm hospitality and generosity you have extended to everyone. I am sure that delegates will join in showing their appreciation.

I would also like to thank all those who supported the conference in various ways – namely, the conference staff, liaison officers, presenters and facilitators who worked very hard before, and during the conference. All delegates will have different people to thank but Neil and I would like to thank in particular Ms Anne Kelly¹⁹ and Ms Suzanne Leclerc.²⁰ Over the past ten months, Anne, Suzanne and I have been in contact by email very

¹⁹ Deputy Commissioner Pacific, Correctional Service of Canada (CSC).

²⁰ Senior Project Officer, Intergovernmental Relations Division, National Headquarters, CSC.

regularly. Suzanne, I am sure you are looking forward to your well-deserved holiday next week.

Our thanks also go to Barbara VanVugt²¹, Roxy Mandziak²², Peter Ruttan²³ and all the Liaison Officers for the support and interaction with delegates, and to Cezary Gesikowski²⁴ for capturing special moments on his camera. We now have lots of photographs to remind us of the wonderful time we have had in Canada. Last but not least, we would like to thank the APCCA Secretariat (Hong Kong (China) and Singapore) for their unstinting work and support for APCCA. Let's thank all of them now for their excellent professional support.

**Speech by Mr Kenichi Sawada
Deputy Director General
Corrections Bureau, Ministry of Justice of Japan
(2011 Host)**

Before talking about the Conference next year, I would like to take this opportunity to express my heartfelt thanks to Commissioner Mr Don Head for his warm welcome to Vancouver and the outstanding initiative to organize this conference.

Thanks to the remarkable work of all members of the organizing committee we have fully enjoyed this fruitful Conference. I would like to thank as well the liaison officers who have done a wonderful job of looking after the delegates.

I believe that this conference has set another example of great success in the history of APCCA. We, as a host for the next conference, will try to do our best to follow your example. Please let me ask you to provide your kind advice to us based on your invaluable experience of this impressive conference.

And for their professional and devoted work by the Rapporteur and Co- Rapporteur, I myself would like to extend sincere appreciation to Professor Neil Morgan and Ms Irene Morgan who I am sure would hereafter kindly help us in preparing for the next Conference.

I feel very honored to be here today on behalf of the Director-General of the Correction Bureau of Japan to officially invite you to take part in the 2011 Asian and Pacific Conference of Correctional Administrators which will be held in Tokyo, Japan, from October 9th to October 14th. We are very happy to be the host of this important gathering.

As for the slogan or motto for the next years' Conference, we have chosen "*Towards Accountable and Successful Corrections*".

In Japan, with the introduction of jury system, extension of the authority of the Committee for the Inquest of Prosecution or establishment of the Prison Visiting Board, ordinary citizens' involvement in criminal justice is more and more important like other countries I suppose. People are more interested in corrections. In response to rising general

²¹ Acting Warden, Ferndale Institution, Pacific Region, CSC.

²² Regional Administrator, Policy and Planning, Regional Headquarters, Pacific Region, CSC.

²³ Ceremonial Project Manager, Correctional Operations, National Headquarters, CSC

²⁴ Communication Officer, National Headquarters, CSC.

concern, “to keep accountable to the public” is now the most essential key factor in gaining trust by the people. Also needless to say that we are required to prove ourselves worthy of trust by making a sustained effort for a successful outcome of corrections. Thus we think this slogan properly reflects the direction we should be heading for.

Now let me introduce our logo to you and try to explain on it.

In this logo, apparently the first letter A of APCCA happens to be the shape of Mt. Fuji, the symbol of Japan. The last letter A of APCCA happens to be the shape of Tokyo Tower. As you may know, this Tower constructed in 1958 was regarded as the symbol of Japan’s economic growth after World War 2, although some people may think this is just a phony copy of “La Tour Eiffel” in Paris.

These two symbols represent Japan and Tokyo. While the first one belongs to nature and constant-being, the second symbol represents the artificial structure of technological development and the reflection of specific historical period. So, the concept of constancy and development could be the meaning of this logo.

In the process of deciding this logo, we called for staff members throughout the country to come up with their ideas. Among many applications, this is finally selected as the best. The officer who designed this logo will be awarded a prize. Well, I hope you like it.

For your information, unlike this year’s conference, at the Conference in Tokyo the official language is not English, but “broken English”. By our versions of multi-colored English we, as a host of the next Conference, will try to do our best to contribute to further development of international cooperation in the field of corrections in this Asia and Pacific region.

I look forward to seeing all of you again in Tokyo. Thank you very much.



Appendix A LIST OF PARTICIPANTS

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Professor Neil Morgan, Ms Irene Morgan and Mr Kenichi SAWADA



APCCA 2010

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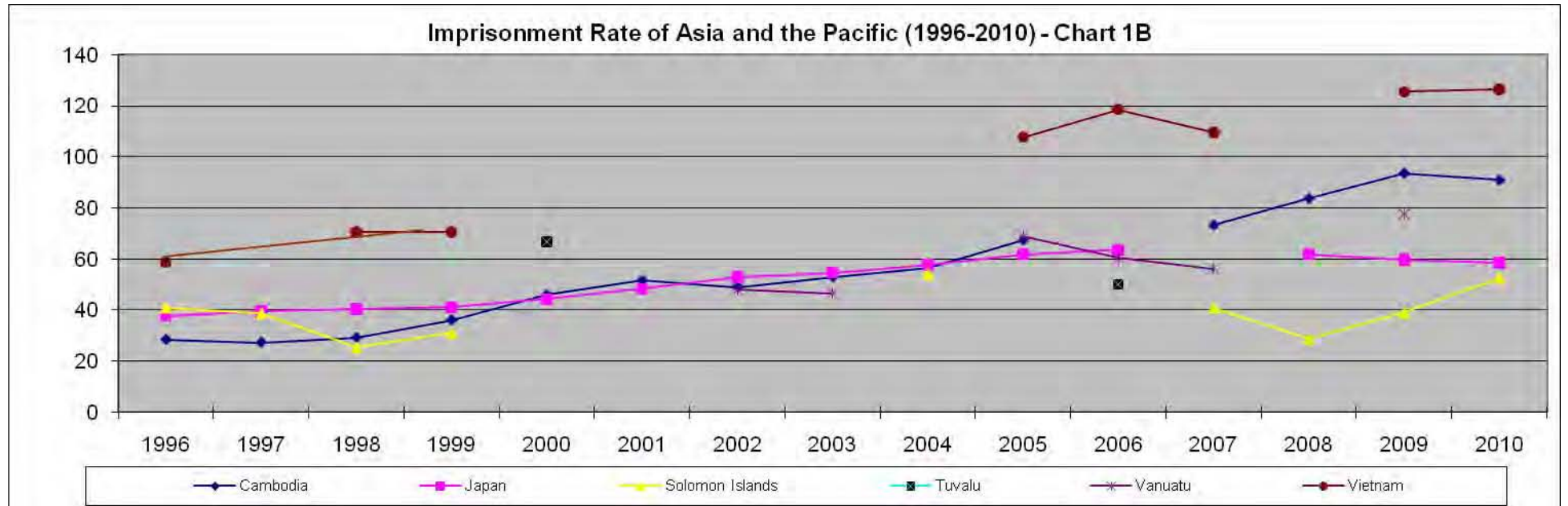
Japan



Correctional Statistics for Asia and Pacific 2010

Trend of Imprisonment Rate in Asia and the Pacific (1996-2010)

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
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	93.6	90.9	
Japan	37.7	39.6	40.3	41.0	44.3	48.3	52.8	54.6	57.8	61.9	63.6		61.8	59.7	58.4	
Solomon Islands	40.9	38.7	25.5	31.0					54.0			40.9	28.8	39	52.5	
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	126.5	

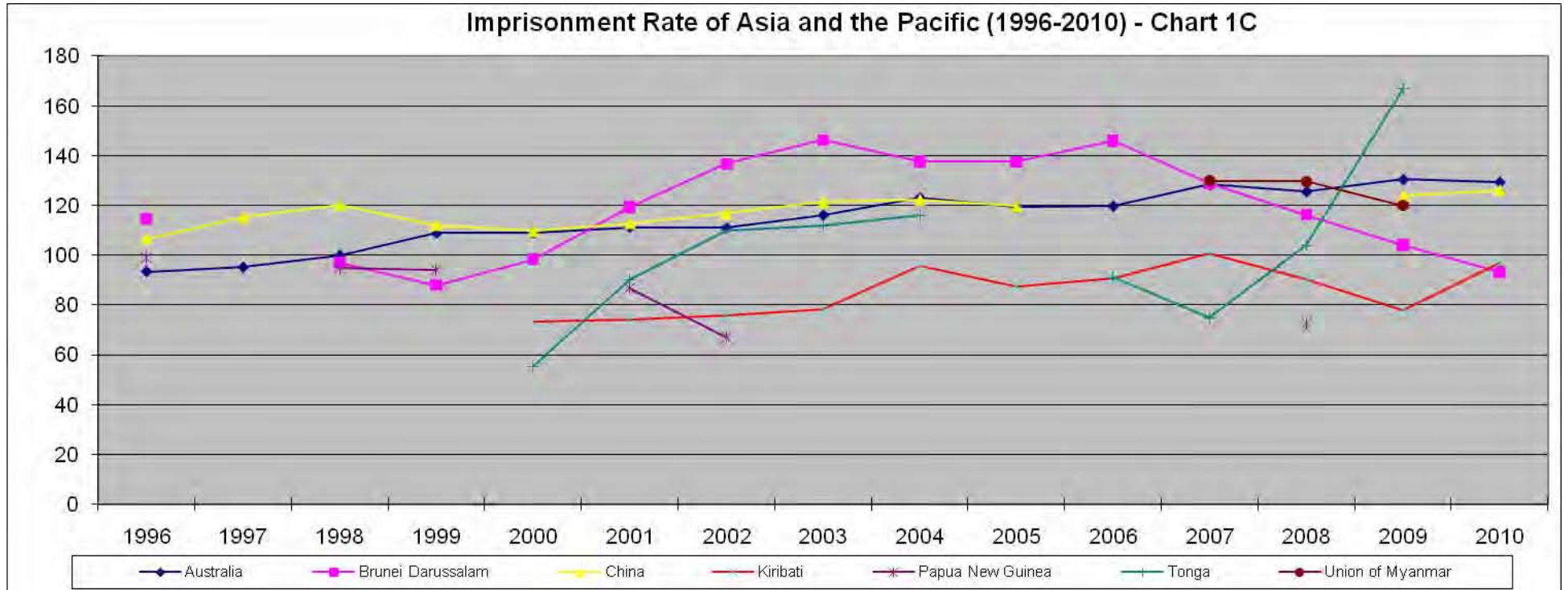


Correctional Statistics for Asia and Pacific 2010

Trend of Imprisonment Rate in Asia and the Pacific (1996-2010)

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
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	129.4
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	93.3
China	106.7	115.2	120.0	112.0	109.8	112.8	116.7	121.3	122.3	119.7				123.9	126.2
Kiribati					73.1	74.1	75.7	78.1	95.9	87.6	90.8	100.5	90.3	77.8	96.8
Papua New Guinea	99.1		94.8	94.0		86.7	67.0								
Tonga					55.3	90.2	110.0	111.9	116.0		91.1	74.8	103.9	166.7	
Union of Myanmar												129.9	129.6	119.9	

Imprisonment Rate of Asia and the Pacific (1996-2010) - Chart 1C

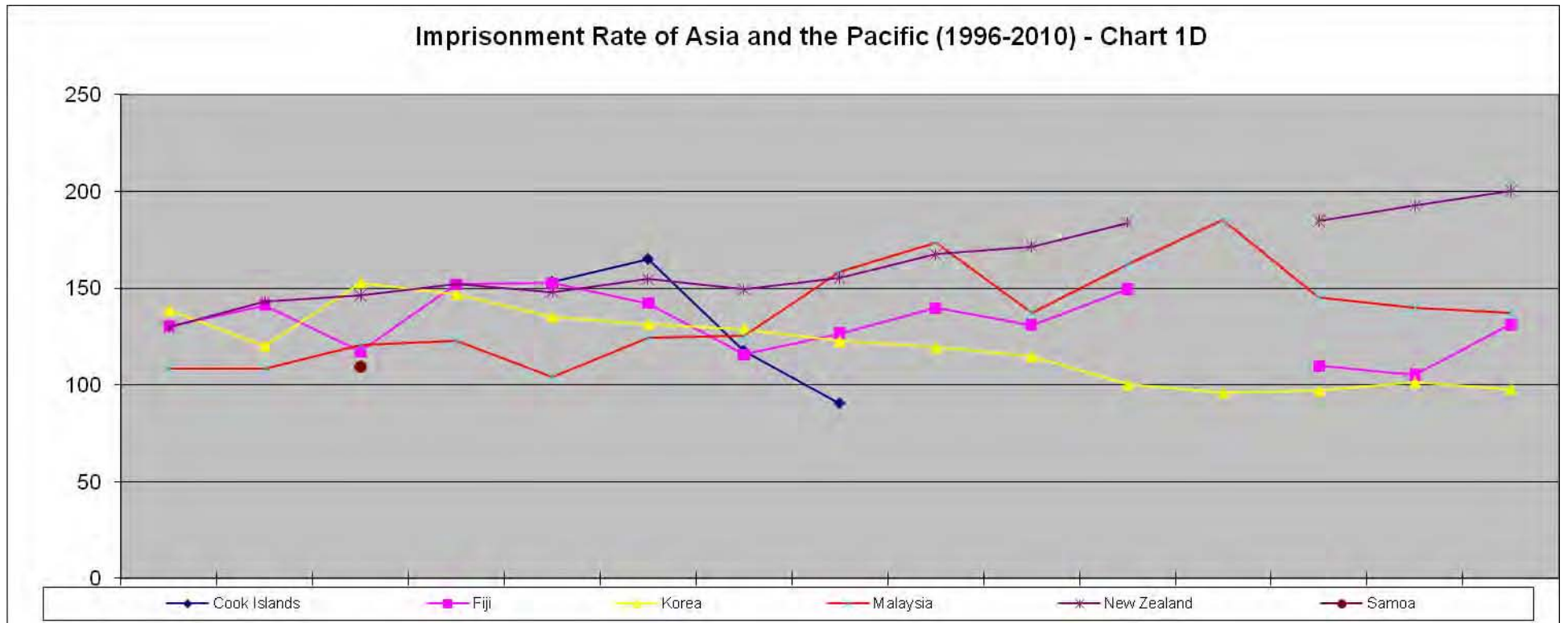


Correctional Statistics for Asia and Pacific 2010

Trend of Imprisonment Rate in Asia and the Pacific (1996-2010)

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
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	131.1
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	97.9
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	137.1
New Zealand															
Samoa	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	200.3
			109.3												

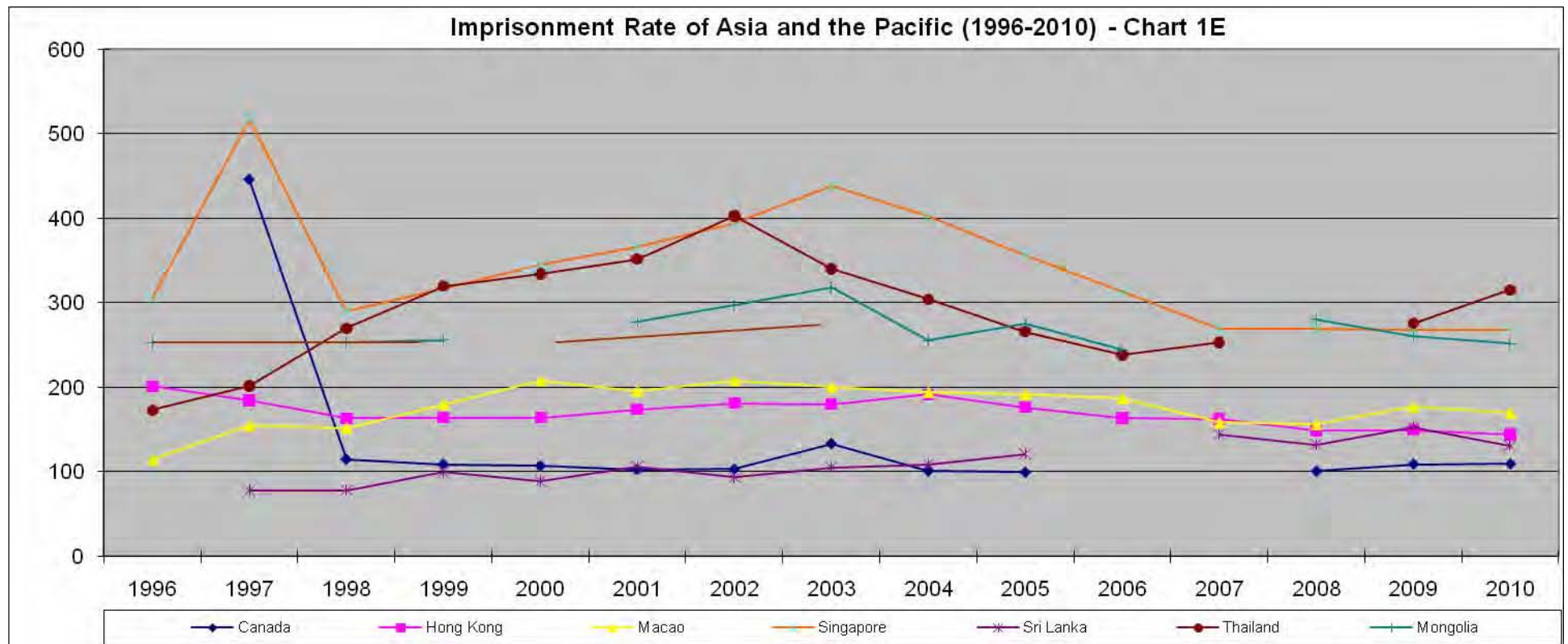
Imprisonment Rate of Asia and the Pacific (1996-2010) - Chart 1D



Correctional Statistics for Asia and Pacific 2010

Trend of Imprisonment Rate in Asia and the Pacific (1996-2010)

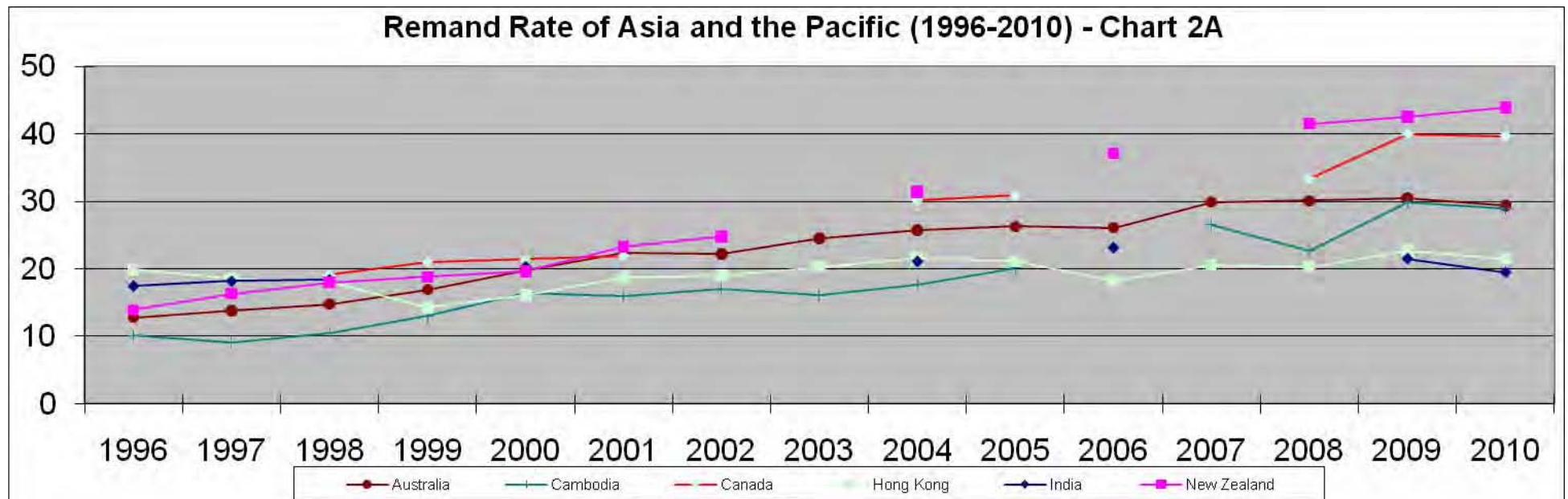
Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Canada		446.0	114.9	109.0	107.0	102.5	103.2	133.5	101.1	99.5			100.7	109.1	109.4
Hong Kong	201.1	184.4	163.2	164.0	164.0	173.8	181.2	180.1	191.3	176.5	163.8	162.5	148.5	149.3	144.3
Macao	114.3	154.7	152.0	180.0	207.7	195.7	208.3	200.7	194.4	192.1	186.8	158.2	156.3	176.6	169.7
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	269.1	267.5	268.2
Sri Lanka		77.8	78.4	100.0	88.7	106.0	93.3	105.1	108.9	121.3		144.5	132.4	153	131
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	315.3
Mongolia	252.9		253.5	256.0		277.3	297.1	318.0	255.6	275.0	244.2		280.4	260.3	251.6



Correctional Statistics for Asia and Pacific 2010

Trend of Remand Rate in Asia and the Pacific (1996-2010)

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
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	29.4
Cambodia	10.1	9.1	10.5	13.0	16.4	15.9	17.0	16.1	17.7	20.1		26.5	22.7	29.8	28.9
Canada			19.1	21.0	21.4	21.9			30.1	30.9			33.3	39.9	39.7
Hong Kong	19.9	18.6	18.1	14.3	16.1	18.7	19.0	20.3	21.6	21.1	18.2	20.6	20.3	22.7	21.5
India	17.5	18.2	18.4		20.3				21.1		23.1			21.5	19.5
New Zealand	13.9	16.3	18.0	18.8	19.6	23.3	24.8		31.4		37.1		41.5	42.5	43.9

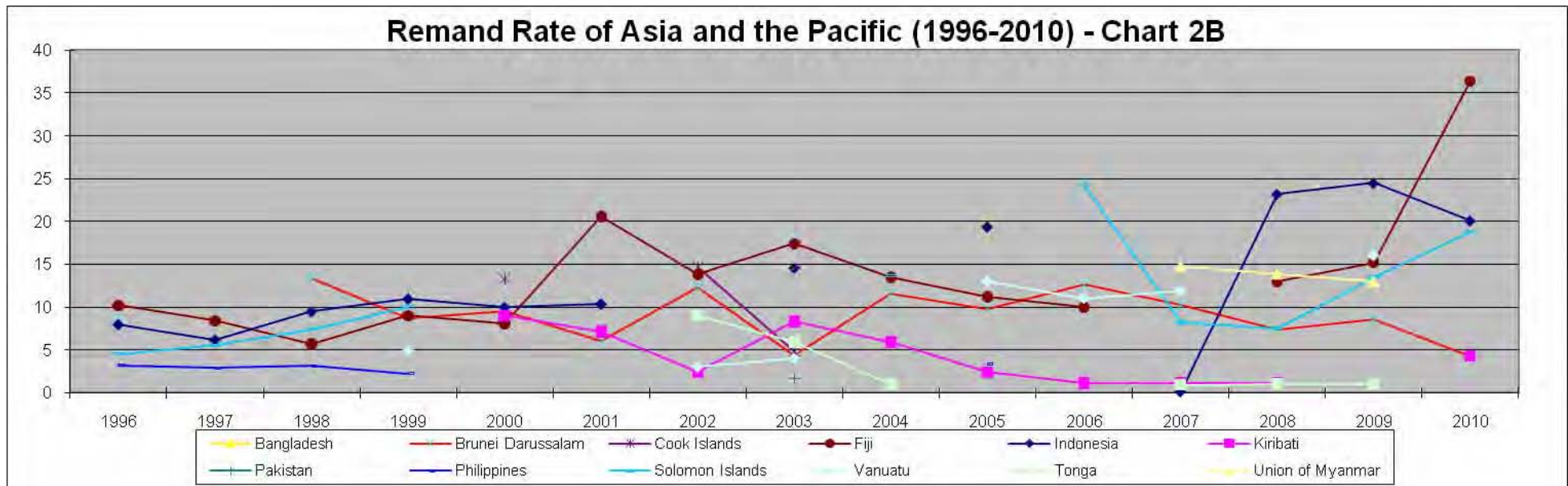


Correctional Statistics for Asia and Pacific 2010

Trend of Remand Rate in Asia and the Pacific (1996-2010)

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
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	4.2
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		13	15.2	36.4
Indonesia	8.0	6.2	9.5	11.0	10.0	10.4		14.6		19.4		0.2	23.2	24.5	20.1
Kiribati					9.0	7.1	2.4	8.3	5.9	2.4	1.1	1.1	1.1		4.3
Pakistan								1.7							
Philippines	3.2	2.9	3.1	2.2						3.3					
Solomon Islands	4.5	5.5	7.4	10.0					13.7		24.2	8.2	7.5	13.5	18.8
Vanuatu				4.9			3.0	4.0		13.0	11.0	11.9		16	
Tonga							9.0	5.9	1.0					1	1
Union of Myanmar												14.8	13.9	13	

Remand Rate of Asia and the Pacific (1996-2010) - Chart 2B

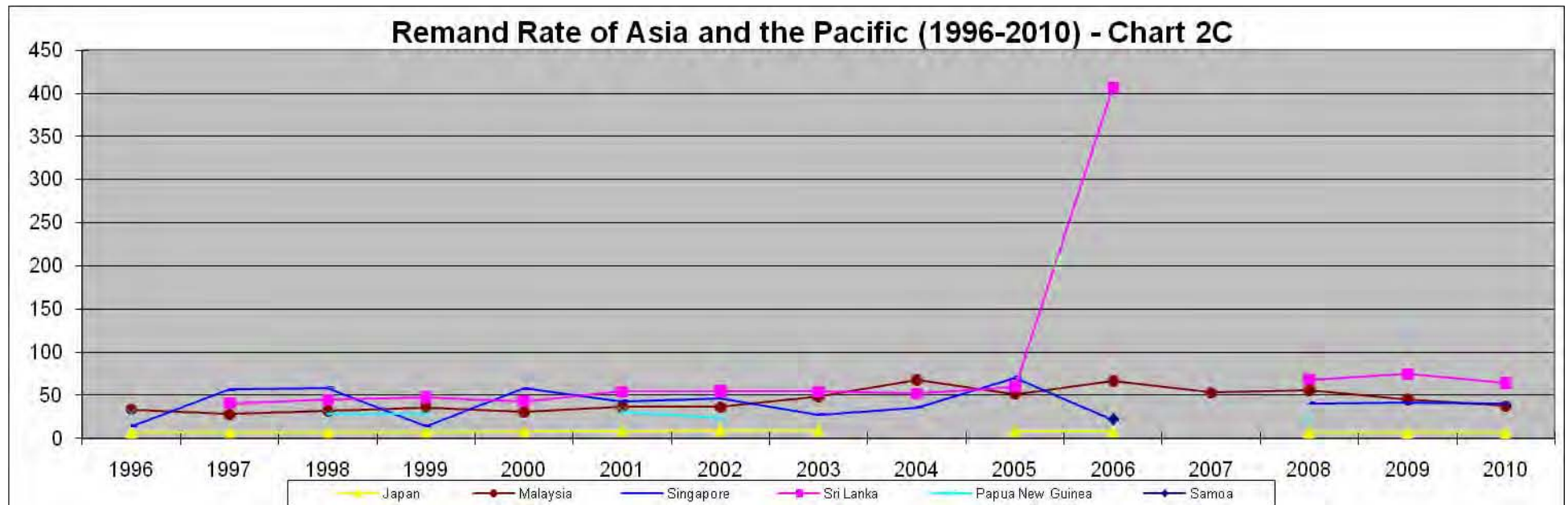


Correctional Statistics for Asia and Pacific 2010

Trend of Remand Rate in Asia and the Pacific (1996-2010)

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Japan	6.8	7.1	7.1	7.3	8.3	8.7	9.3	9.5		8.3	7.6		6.8	6.4	6.5
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	37.4
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	41.3	40.2
Sri Lanka		40.8	44.9	47.5	43.3	54.3	54.7	54.2	51.9	59.8	406.7		68.2	74.5	64.3
Papua New Guinea	28.8		28.1	28.1		31.4	23.6						24.1		
Samoa											22.6				

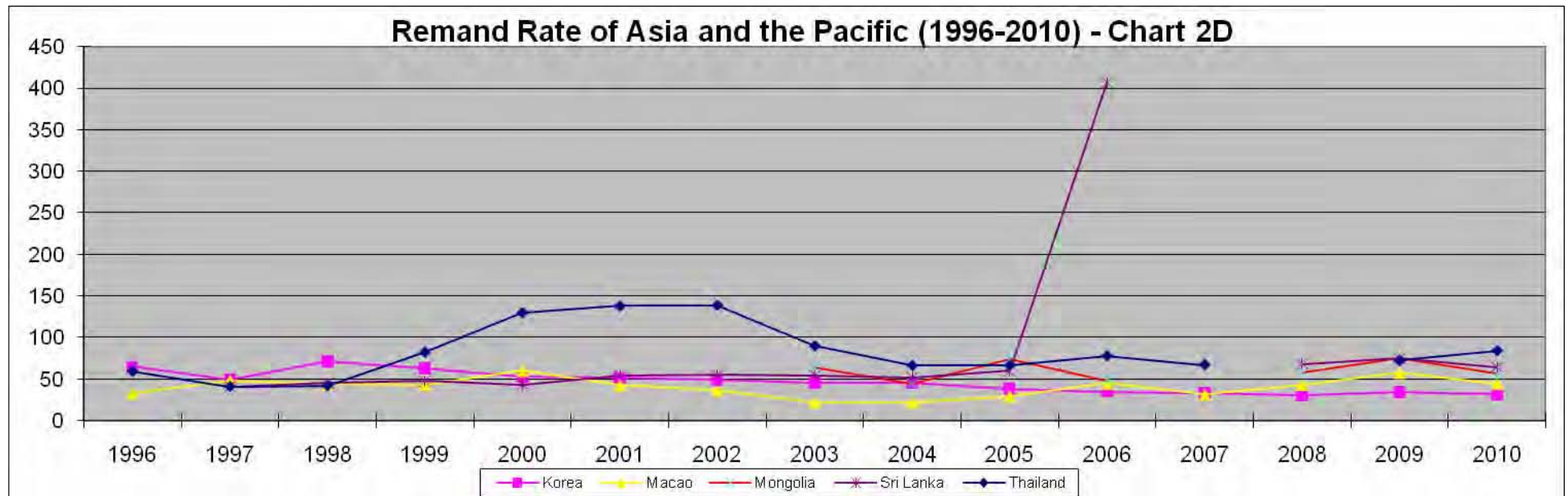
Remand Rate of Asia and the Pacific (1996-2010) - Chart 2C



Correctional Statistics for Asia and Pacific 2010

Trend of Remand Rate in Asia and the Pacific (1996-2010)

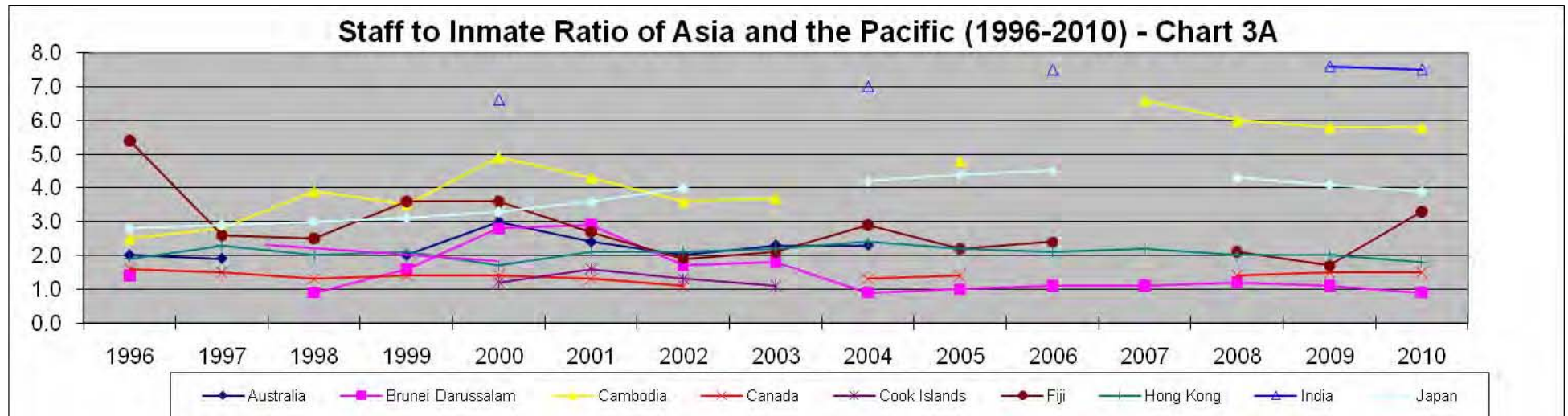
Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Korea	64.7	49.1	71.6	62.8	52.5	51.2	48.7	45.3	45.0	38.0	34.6	32.8	29.9	34.1	31.1
Macao	32.8	48.4	43.6	43.2	59.9	42.3	36.2	21.6	21.6	29.7	44.7	31.2	42.9	57.5	44.6
Mongolia								63.7	43.6	74.1	48.4		57.7	75	56.5
Sri Lanka		40.8	44.9	47.5	43.3	54.3	54.7	54.2	51.9	59.8	406.7		68.2	74.5	64.3
Thailand	59.0	40.8	41.8	82.2	129.9	137.9	138.8	89.7	66.1	66.5	77.8	67.0		72	83.9



Correctional Statistics for Asia and Pacific 2010

Staff vs Inmate Ratio

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Australia		2.0	1.9		2.0	3.0	2.4	2.0	2.3	2.3						
Brunei Darussalam	1.4			0.9	1.6	2.8	2.9	1.7	1.8	0.9	1.0	1.1	1.1	1.2	1.1	0.9
Cambodia	2.5	2.8	3.9	3.5	4.9	4.3	3.6	3.7		4.8		6.6	6	5.8	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	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		2.1	1.7	3.3	
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	1.8	
India					6.6				7.0		7.5			7.6	7.5	
Japan	2.8	2.9	3.0	3.1	3.3	3.6	4.0		4.2	4.4	4.5		4.3	4.1	3.9	

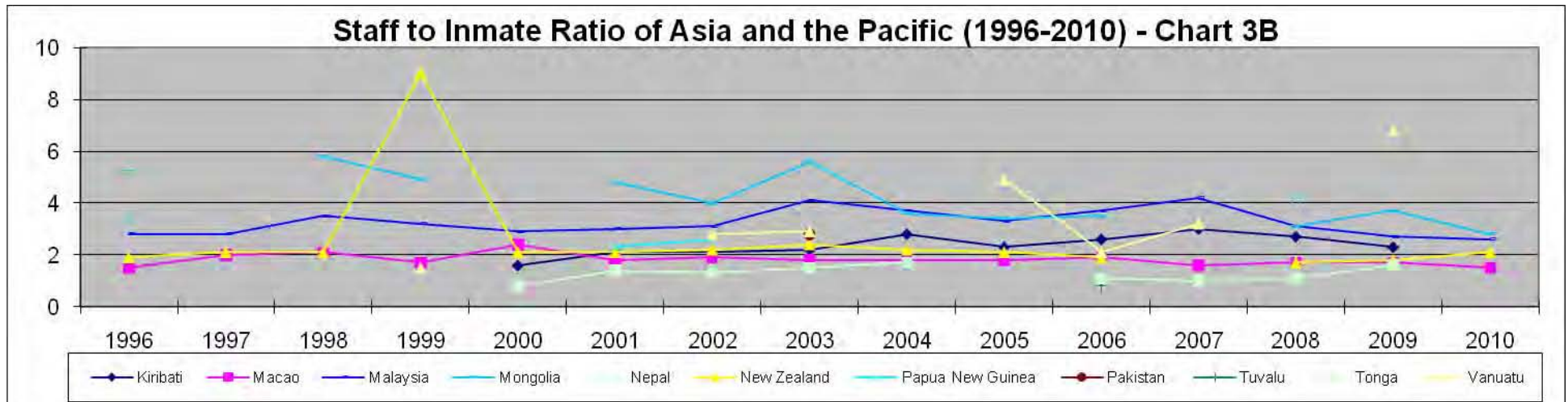


Correctional Statistics for Asia and Pacific 2010

Staff vs Inmate Ratio

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Kiribati					1.6	2.1	2.1	2.2	2.8	2.3	2.6	3.0	2.7	2.3	
Macao	1.5	2.0	2.1	1.7	2.4	1.8	1.9	1.8	1.8	1.8	1.9	1.6	1.7	1.7	1.5
Malaysia	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	2.6
Mongolia	5.2		5.8	4.9		4.8	4.0	5.6	3.6	3.4	3.5		3.1	3.7	2.8
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	2.1
Papua New Guinea	3.4					2.3	2.6						4.2		
Pakistan								2.8							
Tuvalu											0.8				
Tonga					0.8	1.4	1.3	1.5	1.7		1.1	1.0	1.1	1.6	
Vanuatu				1.5			2.8	2.9		4.9	2.1	3.2		6.8	

Staff to Inmate Ratio of Asia and the Pacific (1996-2010) - Chart 3B

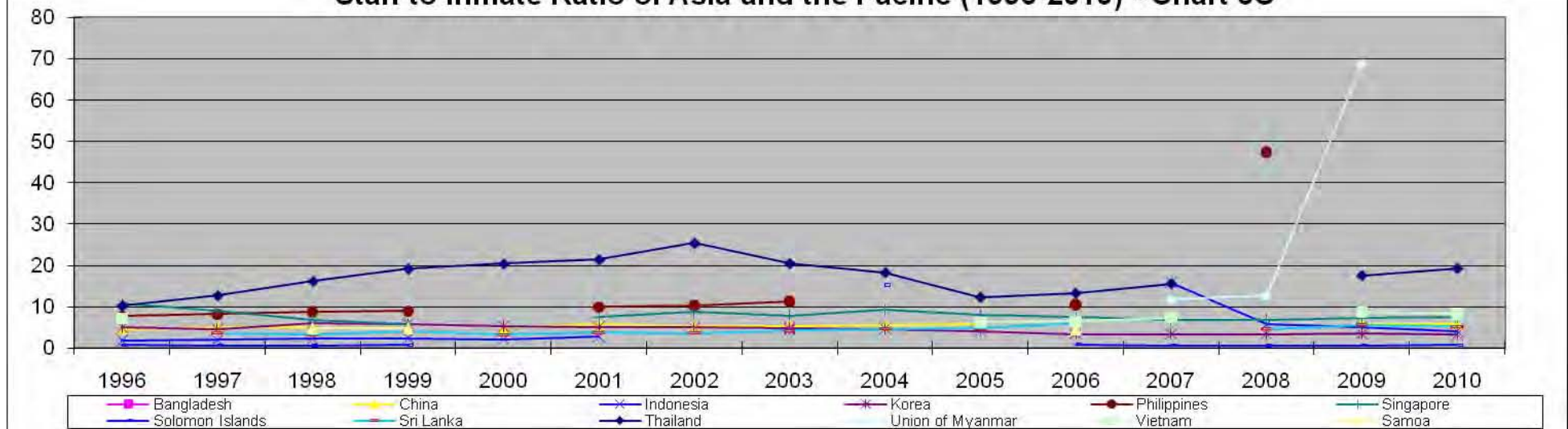


Correctional Statistics for Asia and Pacific 2010

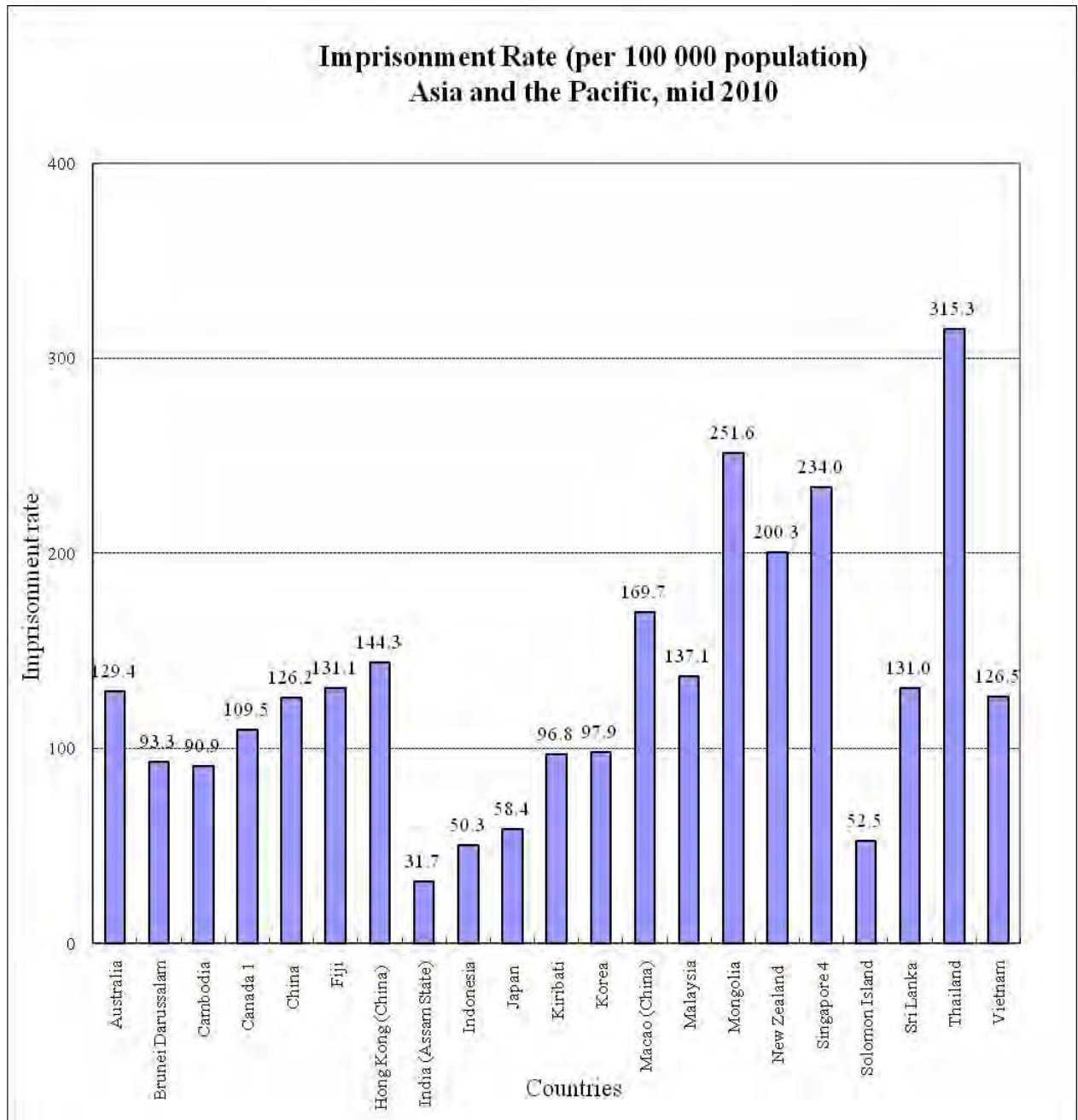
Staff vs Inmate Ratio

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Bangladesh															
China	4.7	5.0	5.1		5.0	5.7	5.3	5.4	5.5	5.9				5.8	5.7
Indonesia	1.8	2.0	2.3	2.4	2.2	2.8		4.5				15.9	5.7	5.1	4.2
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	3.3
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	8.8	7.9	9.2	8.0	7.5	6.7	6.9	7.2	7.6
Solomon Islands	0.8	0.7	0.6	0.8					15.3		0.9	0.7	0.6	0.7	0.8
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	5.3
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		17.6	19.3
Union of Myanmar												11.7	12.7	68.7	
Vietnam	7.2									6.2	6.5	7.4		8.7	8.3
Samoa			4.9	4.9									4.6		

Staff to Inmate Ratio of Asia and the Pacific (1996-2010) - Chart 3C



Correctional Statistics for Asia and the Pacific 2010



Correctional Statistics for Asia and the Pacific 2010

Table 1: Prisoners by Gender and Imprisonment Rates, mid 2010

Country/Area	Male	Female	Total	General Population('000)	Imprisonment rate (per 100 000 population)	% of foreign nationals/non-locals
Australia	26 904	2 145	29 049	22 453	129.4	---
Brunei Darussalam	342	37	379	406	93.3	27.7
Cambodia	13 088	856	13 944	15 340	90.9	4.2
Canada ¹	22 096	15 138	37234 ²	34 019	109.5	---
China	1 565 400	84 600	1 650 000	1 307 560	126.2	0.3
Fiji	1 065	32	1 097	837	131.1	0.5
Hong Kong (China)	8 135	2 002	10 137	7 026	144.3	27.7
India (Assam State)	8 136	323	8 459	26656 ³	31.7	0.3
Indonesia	110 987	6 876	117 863	234 200	50.3	0.7
Japan	69 171	5 305	74 476	127 480	58.4	5.9
Kiribati	87	3	90	93	96.8	1.1
Korea	45 299	2 556	47 855	48 875	97.9	3.0
Macao (China)	784	136	920	542	169.7	57.5
Malaysia	35 843	2 544	38 387	28 000	137.1	30.8
Mongolia	6 614	430	7 044	2 800	251.6	0.3
New Zealand	8 201	552	8 753	4 371	200.3	0.7
Singapore ⁴	12 278	1 341	13 619	5 077	234.0	14.7
Solomon Island	268	0	268	510	52.5	0.0
Sri Lanka	25 544	1 254	26 798	20 450	131.0	0.7
Thailand	171 105	29 175	200 280	63 525	315.3	5.7
Vietnam	95 966	12 591	108 557	85 846	126.5	0.2

¹ For 2008-2009

² there were 13,398 persons' gender not stated

³ For 2001

⁴ Imprisonment Rate (per 100, 000 population) is calculated based on average daily penal population for CY 2010.

Correctional Statistics for Asia and Pacific 2010

Table 2: Unconvicted Remandees, mid 2010

Country/Area	Unconvicted remandees	% of remandees	Remand rate (per 100 000 population)*
Australia	6 610	22.8	29.4
Brunei Darussalam	17	4.5	4.2
Cambodia	4 443	31.9	28.9
Canada	13 506	36.3	39.7
China	---	---	---
Fiji	305	27.8	36.4
Hong Kong (China)	1 514	14.9	21.5
India (Assam State)	5 201	61.5	19.5
Indonesia	47 048	39.9	20.1
Japan	8 327	11.2	6.5
Kiribati	4	4.4	4.3
Korea	15 215	31.8	31.1
Macao (China)	242	26.3	44.6
Malaysia	10472	27.3	37.4
Mongolia	1 581	22.4	56.5
New Zealand	1 921	21.9	43.9
Singapore ¹	2 042	15.0	37.5
Solomon Islands	96	35.8	18.8
Sri Lanka	13 143	49.0	64.3
Thailand	53 307	26.6	83.9
Vietnam	---	---	---

* Remand Rate (per 100, 000 population) is calculated based on average daily unconvicted remandees population for CY 2010.

Correctional Statistics for Asia and Pacific 2010

Table 3(a): Institutional Staff* to Prisoner Ratio, mid 2010

Country/Area	Total institutional staff	Institutional staff to prisoner ratio
Australia	---	---
Brunei Darussalam	386	1:0.9
Cambodia	2 079	1:5.8
Canada	24 528	1:1.5
China	289 000	1:5.7
Fiji	337	1:3.3
Hong Kong (China)	5 709	1:1.8
India (Assam State)	1 134	1:7.5
Indonesia	27 892	1:4.2
Japan	19 109	1:3.9
Kiribati	---	---
Korea	14 439	1:3.3
Macao (China)	626	1:1.5
Malaysia	14512	1:2.6
Mongolia	2 552	1:2.8
New Zealand	4 093	1:2.1
Singapore	1 785	1:7.6
Solomon Islands	342	1:0.8
Sri Lanka	5 018	1:5.3
Thailand	10 360	1:19.3
Vietnam	13 100	1:8.3

* Institutional Staff refers to full time (or equivalent) staff working in prisons/correctional institutions, including all categories of staff in prisons/correctional institutions, but excluding those working in headquarters and training colleges.

Correctional Statistics for Asia and the Pacific 2010

Table 3(b): Custodial Staff* to Prisoner Ratio, mid 2010

Country/Area	Total Institutional custodial staff	Custodial staff to prisoner ratio
Australia	---	---
Brunei Darussalam	376	1:1
Cambodia	---	---
Canada	---	---
China	277000	1:5.9
Fiji	219	1:5
Hong Kong (China)	4 892	1:2.1
India (Assam State)	975	1:8.7
Indonesia	10 251	1:11.5
Japan	17 292	1:4.3
Kiribati	32	1:2.8
Korea	13 420	1:3.6
Macao (China)	367	1:2.5
Malaysia	13310	1:2.9
Mongolia	2152	1:3.3
New Zealand	3359	1:2.6
Singapore	1 688	1:8.1
Solomon Islands	184	1:1.5
Sri Lanka	4 409	1:6.1
Thailand	---	---
Vietnam	---	---

Custodial staff refers to full time (or equivalent) custodial staff working in prisons / correctional institutions who are involved in direct custodial inmate supervision (i.e.) excluding other supporting staff like medical doctors, psychologists, teachers, clerical staff, civilian personnel, etc.)

Correctional Statistics for Asia and the Pacific 2010

Table 4(a): Rate of Offenders Receiving Community-based Supervised Sentences*, mid 2010

Country/Area	Total number of offenders receiving community-based supervised sentences	Rate of offenders receiving community-based supervised sentence (per 100000 population)
Australia	44 640	198.8
Brunei Darussalam	---	---
Cambodia	---	---
Canada	112 798	331.6
China	15895	1.2
Fiji	---	---
Hong Kong (China)	4 645	66.1
India (Assam State)	---	---
Indonesia	---	---
Japan	12 204	9.6
Kiribati	1	1.1
Korea	---	---
Macao (China)	148	27.3
Malaysia	---	---
Mongolia	---	---
New Zealand	31242	714.8
Singapore	---	---
Solomon Islands	---	---
Sri Lanka	---	---
Thailand	---	---
Vietnam	---	---

* refers to Community-based Supervised Sentences imposed by the courts as an alternative to imprisonments / custodial sentence

Correctional Statistics for Asia and the Pacific 2010

Table 4(b): Rate of Offenders Subject to Supervised Orders upon Release From a Custodial Sentence, mid 2010

Country/Area	Total number of offenders subject to supervised orders upon release from a custodial sentence	Rate of offenders subject to supervised order upon release from a custodial sentence (per 100000 population)
Australia	11 907	53.0
Brunei Darussalam	---	---
Cambodia	---	---
Canada	7 863	23.1
China	18 005	1.4
Fiji	15	1.8
Hong Kong (China)	2 803	39.9
India (Assam State)	45	0.2
Indonesia	7 075	3.0
Japan	5 981	4.7
Kiribati	---	---
Korea	---	---
Macao (China)	100	18.4
Malaysia	203	0.7
Mongolia	---	---
New Zealand	6799	155.5
Singapore	853	16.8
Solomon Islands	---	---
Sri Lanka	---	---
Thailand	---	---
Vietnam	---	---

Appendix C

Conference Program 2010

Day 1 - Sunday, October 3, 2010	
12:00 - 18:00	Registration
14:30 - 15:00	Finance Committee Meeting
15:00 - 16:00	Governing Board Meeting
16:00 - 17:00	Facilitators Meeting
18:00 - 20:00	Welcome Reception – The Roof, Fairmont Hotel Vancouver

Day 2 - Monday, October 4, 2010	
8:00 - 9:00	Registration
9:00 - 10:15	Opening Ceremony Group Photo
10:15 - 10:45	Health Break
10:45 - 11:15	Business Session 1
11:15 - 12:15	Agenda Item 1 <i>National Reports on Contemporary Issues in Corrections</i> Australia, Brunei, Canada, China, Hong Kong (China)
12:15 - 13:30	Lunch
13:30 - 15:15	Agenda Item 1 - continued
15:15 - 15:45	Health Break
15:45 - 17:00	Agenda Item 1 - continued
Evening	Free time

Day 3 – Tuesday, October 5, 2010 Concurrent Breakout Sessions			
09:00 10:30	Agenda Item 2 <i>Assessing the performance of corrections (through internal and external mechanisms)</i>	Agenda Item 3 <i>Staff well-being and professional development</i>	Agenda Item 4 <i>Managing prisoners with mental health issues and reducing risks of suicide and self harm</i>
10:30 11:00	Health Break		
11:00 12:00	Breakout Group Sessions - continued		
12:00 13:30	Lunch		
13:30 15:00	Plenary Session / Summaries for Agenda Items 1 - 4		
18:00	Welcome Dinner at The Timber Room, Grouse Mountain		

Day 4 – Wednesday, October 6, 2010 Concurrent Breakout Sessions			
9:00 10:30	Agenda Item 5 <i>What works in community corrections?</i>	Agenda Item 6 <i>Assessment and classification to facilitate safe custody and rehabilitation in prison and the community (with special reference to high risk offenders)</i>	Agenda Item 7 <i>Improving public awareness and support for corrections</i>
10:15 10:45	Health Break		
10:45 11:02	Breakout Group Sessions - continued		
12:00 13:30	Lunch		
13:30 14:30	Plenary Session / Summaries for Agenda Items 5 - 7		
14:30 15:00	Health Break		
15:00 16:00	Specialist Presentation Session <ul style="list-style-type: none"> ▪ Integrated Correctional Program Model (ICPM) 		

Day 5 – Thursday, October 7, 2010

7:00 21:30	Prison Visit <ul style="list-style-type: none"> ▪ William Head Minimum-Security Institution, Vancouver Island
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Day 6 – Friday, October 8, 2010

Morning	Free time
14:30 15:00	Business Session 2
15:00 16:00	Closing Ceremony
19:00 23:00	Farewell Dinner - The Roof, Fairmont Hotel Vancouver



Appendix D
Discussion Guide

**ASIAN AND PACIFIC
CONFERENCE OF CORRECTIONAL ADMINISTRATORS**

2010

Vancouver, Canada

Professor Neil Morgan*

INTRODUCTION

Topics for APCCA conferences are decided at the previous year's conference on the basis of suggestions made by delegates. Delegates to the 2009 Conference selected the following topics.²⁵

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 well-being 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

This Discussion Guide identifies some of the key 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.

²⁵ The process is that delegates nominate topics which are considered by an 'Agenda Committee'. That committee then makes recommendations to the conference as a whole.

**Inspector of Custodial Services, Level 27, 197 St Georges Terrace, Perth, Western Australia 6000 and Professor of Law, University of Western Australia.*

IMPORTANT NOTES

- ◆ **All delegations should provide a presentation and a written paper on Agenda Item 1.**
- ◆ **It is not necessary to provide papers on all the other Agenda Items. You may wish to provide papers only on those topics that are most relevant to you.**
- ◆ **Please ensure that your papers are as succinct as possible. Generally, the papers should not exceed 20 pages in length and may be shorter.**

AGENDA ITEM 1

NATIONAL REPORTS ON CONTEMPORARY ISSUES IN CORRECTIONS

Agenda Item One has been entitled 'National Reports on Contemporary Issues in Corrections' for around ten years. Delegates to the 2009 Conference considered whether the topic should be retained, abolished or modified. It was agreed as follows:

- ◆ *Conference presentations are limited to 8 minutes" duration for each country because of the number of delegations. The presentations should therefore discuss only one or two major challenges or success stories (including identifying areas for possible regional collaboration).*
- ◆ *However, the written papers should continue to reflect the same themes as in previous years to ensure continuity in the APCCA database and full awareness of regional issues.*

Preparing the Conference Presentation: Discuss a Success Story or a Contemporary Issue

Conference presentations are limited to 8 minutes' duration. Given this short timeframe, presentations should focus on one or two key issues. It is recommended that your presentation **either**: (i) discusses one or two major challenges; **or** (ii) discusses key recent developments, such as major legislative or policy changes; **or** (iii) discusses a success story in corrections.

Preparing Written Papers

Agenda Item One has, for many years, provided an important part of the knowledge base of APCCA. 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 in your jurisdiction. This will allow the Conference to develop a good cross-jurisdictional and long-term understanding of trends and contemporary issues.

1. Catering for External Factors

Correctional systems are invariably affected by the general socio-economic and political

climate. Political upheavals, terrorist threats and natural disasters 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

- ◆ *What is the proportion of female compared with male prisoners in the total prison population (and what are the trends)?*
- ◆ *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)?*
- ◆ *Do you face any issues with respect to the number of foreign nationals in your prisons? Are there any developments with respect to agreements for 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 particular current concern.

AGENDA ITEM 2

ASSESSING THE PERFORMANCE OF CORRECTIONS THROUGH INTERNAL AND EXTERNAL MECHANISMS

1. Introduction

Governments expect all their departments, including those responsible for areas such as health and education as well as corrections, to meet performance targets and to offer value for money. Increasingly, society and the media also expect prisons to be more transparent and accountable. Recent APCCA conferences have therefore recognized that it is important (i) to develop standards for performance in the delivery of correctional services; and (ii) to establish processes to assess whether those standards are being met.²⁷

Conference discussions have also shown that both 'internal' and 'external' mechanisms can play a role in assessing performance. 'Internal' mechanisms are those that operate within the correctional department itself, and can take a number of different forms. 'External' mechanisms can also take a number of different forms. These include the establishment of specialist inspectorates, reviews by other government bodies charged with overseeing public sector performance in general; and reviews by private sector companies.

This Agenda Item gives delegates the opportunity to discuss (i) their main performance measures; and (ii) the processes and mechanisms that are adopted to assess performance against those measures.

²⁷ Note: this Agenda Topic is focused on 'service delivery' rather than measures such as recidivism rates.

Delegates may choose to discuss both internal and external mechanisms or just to focus on examples of internal or external mechanisms.

2. Internal Mechanisms

It is not easy to develop 'performance measures' in a complex area of human services such as corrections. Performance measurement is also a means to an end not an end in itself. In other words, there is no point in measuring things for the sake of it: the purpose should be to improve outcomes. It is therefore necessary to develop measures that can be applied objectively and that can be used to assess whether performance improves over time. Ideally, it should also be possible to 'benchmark' performance against other correctional services.²⁸

- ◆ *Do you have a specific department / section which has responsibility for developing and monitoring standards of service delivery?*
- ◆ *What are some of the key performance measures?*
- ◆ *How were these measures developed?*
- ◆ *It is easier to develop 'quantitative' measures than 'qualitative' measures. For example, it is easier to measure the number of hours per week devoted to delivering treatment programs than it is to assess the quality of that care. How do you assess the quality of services and well as the quantity?*
- ◆ *Do you seek to 'benchmark' your performance against other jurisdictions? If so, how do you do this?*
- ◆ *Outline examples of where the development of performance measures has led to actual improvements in correctional services.*

3. External Mechanisms

Most governments and most Chief Executive Officers of government departments are in principle in favour of some form of independent external scrutiny as well as internal monitoring. There are several reasons for this. The public may well be sceptical of whether internal mechanisms can be sufficiently independent. External scrutiny can therefore add credibility and increase accountability, transparency and public confidence.

(a) Independent Accountability Agencies within the Public Sector

Some jurisdictions, including the 2009 host Western Australia, have specific external accountability agencies (in Western Australia, the Office of the Inspector of Custodial Services). In every jurisdiction there will also be general government accountability offices (such as an 'Auditor General', an Ombudsman or a Human Rights Commission) with responsibility across all government services.

- ◆ *What role, if any, do independent accountability agencies play in your jurisdiction in assessing performance in corrections?*
- ◆ *Give examples of the work of such agencies.*

(b) Private Sector Organizations

In many countries, private sector companies are increasingly offering services with respect to evaluating and measuring performance. Private sector involvement of this

²⁸ To some degree this happens in Australia where the national government publishes data across all jurisdictions in annual reports: see the Australian Government's annual *Report on Government Services* at <http://www.pc.gov.au/gsp/reports/rogs/2010> (chapter 8 deals with corrective services).

sort tends to be at the invitation of the correctional services department and in order to examine a specific issue according to terms of reference set by that department.

- ◆ *Do you utilise the services of private sector organizations in assessing performance or in developing tools for measuring performance?*
- ◆ *What are the benefits and disadvantages in using private sector companies in this way?*

4. Conclusion

Please (i) reflect briefly on the benefits that you have achieved through measuring correctional performance; and (ii) outline likely future directions.



Curious racoons came to greet the conference delegates at William Head Institution on Vancouver Island

AGENDA ITEM 3

STAFF WELL-BEING AND PROFESSIONAL DEVELOPMENT

1. Introduction

It is generally accepted that a workforce that is contented, confident and skilled, and feels valued by management will outperform a workforce that feels undervalued, discontent and disengaged. Staff attitudes and well-being reflect a complicated set of factors, including access to career development opportunities, feeling that their workplace 'is a good place to work' and a sense of support from management.

Correctional services face a number of challenges in terms of staff well-being and professional development because of the changing role and expectations of staff. Uniformed staff are no longer 'turnkeys' (ie people who just lock and unlock inmates) but professional correctional officers who are expected to build appropriately positive relationships with prisoners and to contribute to prisoners' rehabilitation. As some delegates to recent APCCA conferences have commented, there is a risk that media and human rights bodies focus on the welfare of prisoners and give little attention to the changing needs of staff. For example, overcrowding is generally a problem for staff as well as for prisoners.

The purpose of this Agenda Item is to share examples of initiatives which have been developed to improve professional development opportunities for staff and also those which focus more generally on staff 'well-being'.

2. Professional Development Opportunities

There are numerous forms of professional development opportunities for correctional staff. It should also be remembered that high quality professional development opportunities do not only benefit individual staff; they also bring benefits to the department as a whole.

The following list contains just a few examples:

- University study in the home country, sponsored by the government;
- University study overseas, sponsored by the government;
- Placement / secondment to another government department in the home country;
- Work experience at a government department in another country;²⁹
- Other training opportunities in the person's home jurisdiction
- Other training opportunities in a different jurisdiction;³⁰
- Attendance and participation at conferences (including APCCA, the ICPA or other specialist conferences).

◇ *What are the main professional development opportunities for your staff? (Give examples of professional development opportunities that have proved popular).*

◇ *What benefits have these professional development opportunities brought to your department?*

²⁹ For example, in recent years, the government of South Korea has sponsored a number of staff to undertake university study and/or work placements in Western Australia, the 2009 APCCA hosts.

³⁰ For example, the Malaysian Prison Department, hosts of APCCA 2008, offer a number of courses at their Correctional Academy in Langkawi that aim to meet the needs of correctional staff from the region. UNAFEI, in Japan, also offers regular training programs which many APCCA delegates have attended over the years.

3. Staff Well-Being

In addition to providing formal professional development opportunities, there are a number of other ways in which corrections departments may seek to enhance staff wellbeing. There are at least two aspects to this: professional support and opportunities for social interaction. Professional support to staff can be reactive or proactive. An example of reactive support is where counselling or other services are provided to assist staff to deal with difficult situations that have arisen at work (for example, where a prisoner has committed suicide in custody or in the case of a serious assault on the staff member in question or on a colleague).

Professional support can also take a more proactive form. For example, staff as well as prisoners should be educated on issues such as financial management, nutrition and health. They should also be encouraged to exercise and keep fit. Opportunities for relaxed social interaction provide a way for tension and stress to be reduced and can also help to build 'team spirit' within the organization. In some jurisdictions, there are 'staff clubs', sporting clubs and similar opportunities for staff (and sometimes their families) to meet, socialise and play sport. Given the cultural diversity of the Asian and Pacific region, there are also, no doubt, many other ways in which corrections departments promote staff wellbeing.

- ◆ *What professional support do you offer to staff to deal with traumatic and difficult situations that have arisen in the course of their work?*
- ◆ *What programs do you have to assist staff in areas such as health, nutrition and fitness?*
- ◆ *What other opportunities exist to enhance staff well-being (examples include social clubs, sporting clubs and other opportunities for staff to meet and socialise).*

4. Conclusion

Please (i) reflect briefly on the value of current practices; and (ii) outline any future plans for improving the professional development and well-being of staff.



Commissioner Yat-kin SIN from Hong Kong presents a gift to Commissioner Don Head

AGENDA ITEM 4

**MANAGING PRISONERS WITH MENTAL
HEALTH ISSUES AND REDUCING RISKS OF
SUICIDE AND SELF HARM**

1. Introduction

It is generally accepted that prisoners have significantly higher rates of mental illness than the community at large. Delegates to recent APCCA conferences have also noted that the proportion of prisoners with serious mental health problems seems to be increasing. This poses numerous issues for prison management and also raises some interesting questions about the relationship between prisons and mental health facilities.

There are two parts to this Agenda Item: (i) managing prisoners with mental health issues; and (ii) reducing the risks of suicide and self harm. The two parts are closely related in that prisoners with mental health issues are likely to pose a higher risk of self harm or suicide. However, it must be recognised that some prisoners who have never shown any symptoms of mental illness can also be at risk of self harm or suicide. For example, some prison suicides may reflect shame about the offence or a lack of hope for the future rather than a mental illness.

Delegates may choose to discuss either one part of this Agenda Item or both parts.

2. Assessments (on Admission and Subsequently)

Admission to prison can be a particularly stressful and difficult time for prisoners. It is therefore acknowledged that robust and efficient assessments of the person's physical and mental health should be conducted on admission. It is also important to ensure that appropriate assessments are made during the person's time in prison as diagnoses can change.

- ◆ *What processes do you have in place for assessing a person's mental wellbeing and risk of self harm on admission? To what extent are doctors, psychiatrists and other specialists involved in undertaking such assessments?*
- ◆ *What processes do you have in place for ongoing assessments of prisoners' mental health throughout their time in prison?*

3. Managing Prisoners with Mental Health Issues

(a) Placement: Prison or Hospital?

All countries have psychiatric hospitals as well as prisons. Many jurisdictions also have special secure hospitals where some high risk and dangerous people with psychiatric conditions are housed instead of being in prison. This may include people who have been found not guilty of an offence on the grounds of 'insanity'. Sometimes special hospitals of this sort are managed by the relevant health department (like other mental hospitals). However, it is also possible that they are managed by prison departments. Another model is where the prisons themselves have specific designated 'mental health units' located inside their walls.

- ◆ *What places do you have for detaining offenders with high mental health needs? (For example, do you have special hospitals or special units within prisons?)*

- ◇ *How are decisions taken as to whether an offender should be in a hospital setting or a special mental health unit as opposed to a mainstream prison setting?*

(b) Management in Prison

It is likely that different systems across the region will agree on some general principles but will adopt different procedures for the management of prisoners with mental health issues. For example, everybody is likely to agree that, as far as possible, the regime for people with a mental illness should be the same as for other prisoners. However, there are likely to be differences in the extent to which this principle is applied in practice.

- ◇ *How do you approach the management of prisoners with mental health needs?*

4. Reducing Risks of Suicide and Self Harm in Prison

There are two main mechanisms for reducing the risks of self harm and suicide. The first relates to managing the person on a daily basis. It is important to ensure that the person is well-managed by staff (for example, through a positive, interactive relationship between staff and prisoners). It is also important to implement procedures to identify people who are at risk and to monitor and assist them.

The second mechanism involves the 'built environment'; in other words, making it harder for a person to self harm or to commit suicide through the use of 'safe' cells / units and other security measures such as closed circuit television (CCTV).

Experience and research show that the effective identification of people at risk and the effective management of their needs can reduce reliance on other, more intrusive security measures.

(a) Management Practices

- ◇ *How do you seek to ensure that staff are able to identify possible 'warning signs' of mental health problems amongst prisoners?*
- ◇ *What policies have you developed to manage those prisoners who are assessed to be at risk of suicide or self harm (for example, by providing additional access to psychiatrists or additional monitoring by staff)?*

(b) The 'Built Environment' and other Security Measures

It is possible to implement design and security measures that minimize and virtually eliminate the risk of self harm. For example, it is possible to design 'safe cells' which are subject to constant closed circuit TV monitoring and which have had all 'ligature points' (ie places from which people may try to hang themselves) removed. It is also possible to adopt other measures (such as the removal of belts and shoe laces or placing people in restraints) to minimize their ability to harm themselves.

However, it is not possible to eliminate all risks. Excessive reliance on such measures can also lead to an environment that is sterile and dehumanising. For example, so-called 'safe cells' can become bleak and bare and CCTV compromises privacy. The difficult challenge is therefore to strike a balance between reducing risk on the one hand and respecting rights of dignity and privacy on the other.

- ◆ *What measures do you take in designing cells and units to reduce the risk of the person self-harming or committing suicide?*
- ◆ *What other security measures do you use?*
- ◆ *Please discuss the benefits and drawbacks with respect to these various design and security measures.*

5. Continuity of Management into the Community

Managing people with mental health problems whilst they are in prison presents many challenges. However, it is also the case that prisons offer some potential benefits: they provide a closely monitored environment and an opportunity for comprehensive medical and psychiatric intervention. Unfortunately, prisoners with mental health issues are likely to pose ongoing challenges when they are released. These include ceasing their medication, drug abuse, leading an unstable lifestyle and the potential for self harm or suicide. It is therefore important to try and provide continuity of management when the person is released. This is likely to require the collaborative involvement of both criminal justice and health agencies.

- ◆ *What strategies do you have in place to allow the ongoing management of prisoners with mental health issues after they have been released (such as the use of parole conditions and linking ex-prisoners to mental health services in the community)?*

6. Conclusion

Please reflect briefly on (i) the strong points of current practices in your jurisdiction; and (ii) areas for possible improvement.

AGENDA ITEM 5

WHAT WORKS IN COMMUNITY CORRECTIONS?

1. Introduction

Every country will have some alternatives to imprisonment for less serious offences but the nature and use of such options varies widely. The fine is commonly used but is not always a suitable sanction, especially if the offender does not have the capacity to pay. Many countries also have a long tradition of providing assistance and supervision in the community through 'probation' services. However, over the past twenty years or so, a number of countries have developed new forms of community-based sentences which operate in addition to or in place of probation.

Community based sentences and probation usually allow offenders to live at home (or another approved place) but contain a number of conditions which are designed to reduce the person's risk, to monitor their behaviour and promote rehabilitation.

Typical conditions include: reporting to the designated authority at regular intervals; complying with conditions designed to regulate behaviour (such as urinalysis testing for drug use or not attending specified places); attending treatment programs as directed (for example, to address violent behaviour, drug use and other addictions); undertaking community work; and, in some countries, complying with curfews and/or electronic monitoring conditions.

This Agenda Item gives delegates the opportunity to discuss the role of probation and community based corrections in their country. In particular, it would be helpful to learn about what has proved successful and what have been the reasons for success.

2. Sentencing Options and Government Structure

Papers should begin by outlining (i) the main community based sentences that are available to the courts; and (ii) the arrangements for administering such sentence (in some countries, they are administered by the same department as prisons but in others, they are administered by another department, usually a welfare department).

- ◆ *Outline the main types of community based sentence (including probation orders) in your country. What types of condition are imposed in such orders?*
- ◆ *Does the department responsible for prisons also administer community based sentences?*

3. What Works?

Delegates are invited to approach this topic in one of two ways: either (a) to present a 'case study' of a specific example of a successful community corrections initiative; or (b) to analyse the keys to success in community corrections by drawing on a number of examples.

Option One: Provide a case study

If you decide to present a case study of a specific initiative, please consider the following issues:

- ◆ *What was the purpose of the initiative?*
- ◆ *What requirements are placed on the offender?*
- ◆ *How are offenders supervised and monitored (and what are the staffing arrangements)?*
- ◆ *What evaluations have been undertaken to establish the success of the initiative?*
- ◆ *What were the main factors behind the success of the initiative?*

Option Two: Analyse the keys to success across a number of initiatives

If you decide to discuss the keys to success across a number of initiatives, please use concrete examples to illustrate your points. Please also provide the results of any formal evaluations that have been conducted to assess what works and why.

AGENDA ITEM 6

ASSESSMENT AND CLASSIFICATION TO FACILITATE SAFE CUSTODY AND REHABILITATION IN PRISON AND THE COMMUNITY (WITH SPECIAL REFERENCE TO HIGH RISK OFFENDERS)

1. Issues and Principles

(a) 'Safe custody'

An overriding obligation of a prison system is to ensure the 'safe custody' of prisoners. In other words, prisoners should be housed in a facility and subject to a regime that minimizes the risk of escape, risks to staff, risks to other prisoners and

risks to the prisoner himself or herself. Different prisoners obviously pose different levels and types of risk. For example, a prisoner who presents a high risk of escape may not pose any significant risk to fellow prisoners; and some may pose a risk to other prisoners without posing a risk to staff. Safe custody also means that prisoners have the right to be safe from assaults or ill-treatment at the hands of staff or fellow inmates. Risk assessment is therefore a complex task.

(b) Rehabilitation, sentence planning and other principles

However, modern correctional systems demand much more of prisons than 'safe custody'. The reality is that the vast majority of prisoners will be released at some point: the only questions are when they will be released and what conditions, if any, will be applied to their release. Consequently, correctional services must also seek to provide education, treatment programs and training opportunities to prisoners with a view to reducing the prospects of them re-offending on release.

Most prison systems in the region would probably also accept the principle that, ideally, the majority of prisoners should be able to move through the system, ending up at a lower security facility (involving higher levels of trust and more personal responsibility) prior to their release.

Assessment and classification processes also need to take account of a number of additional principles. For example, it is generally accepted that prisoners should be held as close to home as possible and some prisoners may have special mental or physical health needs.

It is also generally accepted that assessment and classification should involve 'sentence planning'. In other words, it is not enough to decide where a prisoner should be placed for the immediate future, but it is necessary to develop a 'plan' or 'map' that takes account of the total duration of the sentence and plans programs and other rehabilitative activities.

Meeting these competing demands is an enormous challenge because different considerations may point in different directions. For example, an offender may meet almost all the criteria for placement in a 'minimum security' facility close to his or her home. However, it may be that the only treatment program that is available to meet some prisoners' needs is at a higher security facility a long distance from home; in other words, if they undertake the program, they will be subject to higher levels of security than they need and will be socially isolated.

2. Assessment and Classification Processes

The main aim of this Agenda Item is for delegates to explain the assessment and classification systems that operate in their countries. Given the cultural, political, geographical and economic diversity of countries in the region it is clear that models developed in one jurisdiction cannot simply be transposed to another. For example, the issues faced in small, densely populated jurisdictions such as Hong Kong (China) and Singapore or in Pacific island nations will differ from those faced in very large countries such as China, India, Australia or Canada. However, it should be possible to identify areas of good practice that can be developed for use in other countries.

It is suggested that you address the following themes:

- ◆ *What security classifications do you adopt for prisoners and prisons (for example, do you terms such as 'maximum, medium and minimum security' or 'Category A, B C and D)?*

- ◇ What proportion of prisoners fall in each category? (For example, in some Scandinavian countries a much larger proportion of prisoners are classified as 'minimum' security than in Australia)
- ◇ *What criteria are used to assess a prisoner's security classification and to develop a 'sentence plan' when the prisoner is first received into prison? In particular:*
 - (i) *How do you assess the person's risk and needs?*
 - (ii) *How do you deal with high risk offenders?*
- ◇ *What processes do you have for reviewing a prisoner's security classification and their progress on their sentence plan in the course of their sentence?*

3. Conclusion

Please reflect briefly on (i) the main strengths and weaknesses of your current assessment and classification systems; and (ii) likely future directions.

AGENDA ITEM 7

IMPROVING PUBLIC AWARENESS AND SUPPORT FOR CORRECTIONS

1. Introduction

For many reasons, it can be extremely difficult to garner and harness public support for corrections. The media tend to be interested only in negative stories (for example, when an ex-prisoner re-offends) and not the positive stories (for example, of the many people who do not re-offend); the community usually has little sympathy for offenders; offenders tend all to be stereotyped as dangerous or evil; there are competing demands for public expenditure (from schools, hospitals and numerous other quarters); and corrections often lag behind other criminal justice agencies (such as the police) in terms of public visibility and understanding.

During recent APCCA conferences, there has therefore been some discussion of ways to reach out more effectively to the community. Singapore, Hong Kong (China) and a number of other jurisdictions have put considerable effort into public education and awareness campaigns. This Agenda Item allows delegates to present their 'stories' of how they have sought to improve public awareness and support and to share their successes.

2. Case Studies

There are numerous approaches to improving public awareness and support. They include public relations campaigns; an engagement with the media to give prominence to positive and not just negative stories; allowing the media into prisons; adopting a higher public profile; advertising (in newspapers, public transport etc); explaining the role of prison officers; and explaining why community support for ex-offenders is so important.

- ◇ *Do you have a strategic plan to improve public awareness and support for corrections?*
- ◇ *What are the main elements of this plan?*
- ◇ *Which specific strategies have proved effective and why?*
- ◇ *Which specific strategies have not been effective and why?*

3. Conclusion

Please reflect briefly on (i) your main achievements in improving public awareness and understanding of corrections over recent years; and (ii) the challenges you still face.



Appendix E

List of Agenda Items and Specialist Workshops at APCCA since 1980

1. Hong Kong, 1980

Agenda Items:

1. Trends and problems
2. Alternatives to Imprisonment and Effects of Prison Management
3. Management Services
4. Sixth UN Congress – Implications for Asia Pacific

2. Thailand (Bangkok), 1981

Agenda Items:

1. Prison Industry
2. Remands
3. The Status of Prison Officers and Human Rights
4. Prisoners Exchange Arrangements in Asia and the Pacific
5. The Problem of Drug Offenders in the Prisons of Asia and the Pacific

3. Japan (Tokyo), 1982

Agenda Items:

1. Staff Development
2. Release under Supervision
3. Vocational Training
4. Classification and Categorization of Prisoners

4. New Zealand (Wellington), 1983

Agenda Items:

1. Developing Public Awareness in Corrections
2. Novel and New Problems and Programmes in the Regions
3. Young Offenders in Corrections
4. The Problem of Drug Offenders in Prison
5. Prison Health Services
6. Prison Industries

5. Tonga, 1984

Agenda Items:

1. The Use of Technology in Prisons
2. The role of Volunteers in Prisons in Relation to Programmes for Inmates
3. Problem for the Physical and Mentally Handicapped in Prison
4. Mechanism Used by Various Jurisdictions to Monitor Crime and Incident Rates in Prison

6. Fiji (Suva), 1985

Agenda Items:

1. Investigations of Incidents in Prisons
2. Facilities and Programmes for Female Prisoners Including Those Inmates with Children
3. Extent and Use of Minimum Force in Prison
4. Recruitment and Development Training
5. Changing Responsibilities of Correctional Administrators

7. Republic of Korea (Seoul), 1986*Agenda Items:*

1. Remandees : Management, Accommodation and Facilities
2. Draft Standard Minimum Rules for the Treatment of Prisoners
3. Educational Opportunities in Prison with Particular Reference to Primary and Reintegrative Education
4. International Transfer of Prisoners within the Asian and Pacific Region
5. Providing Employment for Inmates

8. Malaysia (Kuala Lumpur), 1987*Agenda Items:*

1. Counter Measure to Overcrowding in Prisons
2. Work Release and Associated Matters
3. Effective Links between Prison Industry and the Private Sector
4. Impact on Prison Management of External Monitoring
5. Regional Co-operation for Training of Prison Officers

9. Australia (Sydney and Melbourne), 1988*Agenda Items:*

1. Trends and Patterns in Penal Populations : Size, Composition, Type and Characters
2. Inter-agency Cooperation Within the Criminal Justice System, namely between Corrections and Other Agencies
3. Safeguarding Human Rights within the Penal System
4. The Media, its Power and Influence upon Corrections System

10. India (New Delhi), 1989*Agenda Items:*

1. Current Penal Philosophy
2. Current Alternatives to Prison
3. Changing Work Role of Prison Staff
4. Current Crisis Management Techniques

11. China (Beijing), 1991*Agenda Items:*

1. Correctional Statistics, Research and Development
2. Prison Education, Training and Work
3. Discipline and Grievance Procedures
4. Prison and the Community

12. Australia (Adelaide), 1992*Agenda Items:*

1. Prison Health Issue
2. New Developments in Community Corrections
3. Private Industry and Prison Management
4. International Co-operation in Corrections

13. Hong Kong, 1993*Agenda Items:*

1. Rights and Treatment of Unconvicted Prisoners
2. The Effective Treatment of Different Types of Offenders
3. Public Awareness and Support for Corrections
4. International Co-operation in Corrections

14. Australia (Darwin), 1994*Agenda Items:*

1. Management of Intractable and Protection Prisoners
2. The Application of Technology and Information Systems in Corrections
3. Care and Control of Minority Groups in Prison
4. Staffing and Management Systems in Corrections

15. Japan (Tokyo and Osaka), 1995*Agenda Items:*

1. Prison Health Issues
2. Contemporary Issues in Correctional Management
3. Classification and Treatment of Offenders
4. Impact of External Agencies on Correctional Management

16. New Zealand (Christchurch), 1996*Agenda Items:*

1. Community Involvement in Corrections
2. Provision of Food and Health Services in Prisons
3. Special Issues Relation to the Management of Female Offenders
4. International Co-operation at the Global, Regional and Sub-Regional Levels

17. Malaysia (Kuala Lumpur), 1997*Agenda Items:*

1. National Report on Contemporary Issues
2. Vocational Training and the Work of Prisoners
3. Private Sector Involvement in Corrections
4. Prison Staff : Recruitment, Training and Career Development

18. Canada (Vancouver), 1998*Agenda Items:*

1. National Report on Contemporary Issues in Corrections
2. Best Practices in the Treatment of Offenders
3. Creating and Sustaining the Interest of the Community and Government in Corrections
4. The Application of Technology to Prison Design and Management

19. China (Shanghai), 1999*Agenda Items:*

- ✧ National Report on Contemporary Issues in Corrections
- ✧ The Corrections or Re-education of Young Offenders
- ✧ 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
- ✧ Corrections in the New Millennium: Challenges and Responses

20. Australia (Sydney), 2000*Agenda Items:*

1. National Report on Contemporary Issues in Corrections
2. Women Prisoners
3. Community Involvement in Corrections
4. Health Issues in Corrections

21. Thailand (Chiang Mai), 2001

Agenda Items:

1. National Report on Contemporary Issues in Corrections
2. Foreign Prisoners and International Transfer
3. Drug Offenders – Psychological and Other Treatment
4. The Management of Special Groups of Offenders

*Specialist Workshops:*³¹

1. Correctional Throughcare
2. Indigenous Offenders & Restoration Justice

22. Indonesia (Denpasar, Bali), 2002

Agenda Items:

1. National Report on Contemporary Issues in Corrections
2. Outsourcing of Correctional Services
3. Recruitment, Training and Career Development of Correctional Staff
4. The Reception and Classification of Prisoners as the Key to Rehabilitation

Specialist Workshops:

1. Correctional Standards, Service Quality, Benchmarking and Risk of Reoffending
2. Community Participation and Engagement in Corrections

23. Hong Kong, 2003

Agenda Items:

1. National Report on Contemporary Issues in Corrections
2. Dealing with Prisoners' Complaints and Grievances
3. Promoting Desirable Prison Officer Culture and Behaviour
4. Major Prison Disturbances : Causes and Responses

Specialist Workshops:

1. Prison Industry Partnership
2. Training and Succession Planning for Senior Correctional Managers

24. Singapore, 2004

Agenda Items:

1. National Report on Contemporary Issues in Corrections
2. Roles of Community/Public Sector Agencies & Families in Successful Reintegration
3. Preventing & Containing Infectious Diseases
4. Managing Public Expectations in the Treatment of Offenders
5. Practices in Dealing with the Diverse Cultural & Spiritual Needs of Inmates

Specialist Workshops:

1. Resolving Ethical Conflicts Amongst Prison Officers
2. Innovation within the Correctional Settings
3. Communication and Public Relations – Ways to Gain the Support of Media, Politicians & the Public

³¹ Specialist Workshops commenced only in 2001, at the 21st APCCA in Thailand. The 'specialist workshops' were introduced as a way to broaden APCCA's scope. The 'Specialist Workshops' were smaller than the Agenda Items with no process of reporting back to the conference group for the workshops.

25. Republic of Korea (Seoul), 2005*Agenda Items:*

1. National Report on Contemporary Issues in Corrections
2. The Promotion of International Cooperation in Correctional Field
3. The Management of High Profile and Dangerous Prisoner
4. "Doing More with Less": Improving Prison Services at Times of Overcrowding and Financial Constraint

Specialist Workshops:

1. Measuring the Success of Prisoners' Treatment Program
2. Preparing and Helping Inmates to Adapt to Society upon Release
3. Staff Training and Development

26. New Zealand (Auckland), 2006*Agenda Items:*

1. National Report on Contemporary Issues in Corrections
2. Maintenance of Institutional Order
3. The Wellbeing of Correctional Staff
4. Improving the Reintegration of Offenders into the Community

Specialist Workshops:

1. Effective Drug / Substance Abuse Treatment
2. Dealing with Prisoners with Medical / Mental Health Problems
3. Alternatives to Custody

27. Vietnam (Ha Noi), 2007*Agenda Items:*

1. National Report on Contemporary Issues in Corrections
2. Managing Special Group of Offenders
3. Staff Recruitment and Training
4. Overcoming Barriers to Successful Reintegration

Specialist Workshops:

1. Rebuilding Correctional Capacity Following Natural Disasters and Conflict
2. Effective Community Supervision and Monitoring
3. Managing Youthful Offenders

28. Malaysia (Langkawi), 2008*Agenda Items:*

1. National Report on Contemporary Issues in Corrections
2. Balancing effective prison management with the increased scrutiny of corrections by external bodies
3. Best practices in rehabilitation for women and other special groups of prisoners
4. Engaging families and communities in the rehabilitative process (including restorative justice approached)

Specialist Workshops:

1. Developing correctional standards that reflect international and regional best practice and measuring performance
2. Designing prisons to promote effective rehabilitation and environmental sustainability
3. Building capacity through the recruitment, management and retention of talent and through succession planning

29. Australia (Perth, Western Australia), 2009

Agenda Items:

1. National Report on Contemporary Issues in Corrections
2. Providing efficient and effective health services for prisoners, including harm reduction strategies
3. Prisoner employment as a mechanism to promote good order in prisons and reduce recidivism
4. Developing and implementing parole systems and community based sentences

Specialist Workshops:

1. Engaging with other criminal justice system agencies (including police, judges and policy makers) to achieve consistency of goals
2. Fairness and efficiency in handling prisoner complaints
3. Success stories in corrections, with special reference to technology, staff welfare and community engagement

30. Canada (Vancouver), 2010

*Agenda Items:*³²

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



³² At APCCA in 2009, it was resolved that: (1) There should no longer be a distinction between agenda items and specialist workshops; (2) All sessions should now be called 'agenda items'; and (3) There should be a process of 'reporting back' to the full conference on all the agenda items.

Appendix F

Report on the Administration of APCCA Fund

1st October 2009 – 30th September 2010

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 members of the Finance Committee. The financial statements of the Fund would be tabled at the APCCA meetings.

During the 29th APCCA Conference held in Western Australia from 15 to 20 November 2009, the Conference noted that the financial position of the APCCA Fund was healthy.

The annual honorarium of US\$7,500 to Professor Neil Morgan as Rapporteur for the year 2009/2010 will be paid after receipt of the claim from Professor Neil Morgan. An amount of US\$2,500 being an annual honorarium to Mrs. Irene Morgan as Co-Rapporteur for the year 2009/2010 was paid in September 2010.

In addition, a sum of US\$644 due to the Singapore Prison Department for the ongoing development and maintenance of the APCCA website 2009/2010 was paid in August 2010.

Furthermore, an amount of US\$5,000 being reimbursement to cover part of the cost of travel for the Rapporteur and Co-Rapporteur for the 2009/2010 will be paid upon receipt of supporting documents from Correctional Service of Canada.

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 31 August 2010, a total of US\$18,916 agreed contributions were received. In addition, a total amount of US\$8,015, being voluntary contributions by Australian Capital Territory, Fiji, Macau (China), Mongolia, Philippines, Solomon Islands, Thailand and Vietnam was received. Thus, total contributions received amounted to US\$26,931.

Total expenditure for the year, including telegraphic transfer handling charges of US\$31, was US\$15,675. After deducting bank charges of US\$94 and taking into account bank interest income of US\$1, there was a surplus of US\$11,163 for the year. With a balance of US\$114,967 brought forward from the previous year, the Fund had an accumulated surplus of US\$126,130 as at 31 August 2010.

Apart from the payment of US\$2,500 to Mrs. Irene Morgan and the reimbursement of telegraphic transfer handling charge of US\$15 to Singapore Prison Department, there was no movement in the Fund between 31 August 2010 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 the future years by contributing generously.

SIN Yat-kin

Commissioner of Correctional Service, Hong Kong
21 September 2010



Asian and Pacific Conference of Correctional Administrators (APCCA) Fund

Balance Sheet as at 31 August 2010

	Note	2010	2009
Assets		US\$	US\$
Cash at bank	3	141,145	118,175
Interest receivable		0	0
		<u>141,145</u>	<u>118,175</u>
 Liabilities			
Accounts payable	5	15,015	3,208
Net assets		<u>126,130</u>	<u>114,967</u>
		=====	=====

Representing

Accumulated Fund:

Accumulated surplus

I. As at beginning of the year		114,967	105,223
II. Surplus for the year		11,163	9,744
		<u>126,130</u>	<u>114,967</u>
		=====	=====

**Asian and Pacific Conference of Correctional Administrators (APCCA) Fund
Income and Expenditure Statement**

For the period from 1 October 2009 to 31 August 2010

Income	Note	US\$	2010 US\$	2009 US\$
Contributions Received	1			
(a) Planned Contributions Received (see Annex I)				
Australia				
New South Wales		1,000		
Queensland		975		
South Australia		975		
Victoria		975		
Western Australia		1,000		
Brunei		1,000		
Canada		3,000		
Hong Kong (China)		1,000		
Japan		3,000		
Korea		1,000		
Malaysia		985		
New Zealand		3,000		
Singapore		1,006		
Sub-total		_____	18,916	19,851
(b) Additional Contributions Received (see Annex II)				
Australia				
Australian Capital Territory		2,275		
Fiji		980		
Macau (China)		1,000		
Mongolia		280		
Philippines		480		
Solomon Islands		1,000		
Thailand		1,000		
Vietnam		1,000		
Sub-total		_____	8,015	8,793
Total Contributions Received (a+b)			26,931	28,644
Less: Bank Charges			94	86
Actual Amount received			26,837	28,558
Add: Interest Income	2		1	8
Total Income			26,838	28,566
Less: Expenditure	2			
Honorarium to APCCA Rapporteur	5		7,500	7,500
Honorarium to APCA Co-Rapporteur	5		2,500	2,500
Ongoing development & maintenance of APCCA website	4		644	553
Telegraphic transfer handling charges	4		31	61
Reimbursement to cover part of the cost of travel arrangements for APCCA Rapporteur and co-Rapporteur	5		5,000	3,208
Reimbursement to cover part of the cost of the APCCA training in Correctional Academy of Malaysia in Langkawi 2008				5,000
Total Expenditure			15,675	18,822
Net Surplus			11,163	9,744
			=====	=====

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 31 August 2010

4. Amount comprised:

	US\$	US\$
Ongoing development & maintenance of APCCA website		
SGD 865.90 x USD 0.7432844		644
Telegraphic transfer handling charges		
HKD 125.00 x USD 0.1287200	16	
SGD 20.00 x USD 0.7520000	15	31
Total		675 ===

5. Accounts payable

The following payment was made after the close of the financial year:

	Payee	Amount US\$	Payment Date
Honorarium to Co-Rapporteur	Mrs. Irene Morgan	2,500	03.09.2010
Reimbursement of telegraphic transfer handling charge	Singapore Prison Department	15	15.09.2010

The following payment will be made after the close of financial year in due course:

	Payee	Amount US\$
Reimbursement to cover part of the cost of travel arrangements for APCCA Rapporteur and Co-Rapporteur	Correctional Service of Canada	5,000
Honorarium to Rapporteur	Professor Neil Morgan	7,500

Annex I

Planned Contributions Received (2010)

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	1,000.00	-	1,000.00	24.02.2010
Queensland	1,000	975.00	7.73	967.27	17.02.2010
South Australia	1,000	975.00	7.74	967.26	06.02.2010
Victoria	1,000	975.00	7.74	967.26	01.02.2010
Western Australia	1,000	1,000.00	-	1,000.00	04.03.2010
Brunei	1,000	1,000.00	-	1,000.00	19.07.2010
Canada	3,000	3,000.00	-	3,000.00	03.05.2010
Hong Kong (China)	1,000	1,000.00	-	1,000.00	04.02.2010
Japan	3,000	3,000.00	7.74	2,992.26	13.04.2010
Korea	1,000	1,000.00	7.74	992.26	13.04.2010
Malaysia	1,000	985.00	1.94	983.06	05.03.2010
New Zealand	3,000	3,000.00	7.73	2,992.27	12.02.2010
Singapore	3,000	1,006.46	7.73	998.73	05.02.2010
Total	21,000	18,916.46	56.09	18,860.37	

Voluntary Contributions Received (2010)

Jurisdiction	(a) Intended Contribution (US\$)	(b) Overseas Bank Charges (US\$)	(c) =(a)- (b) Actual Amount Received (US\$)	Received on
Australia Australian Capital Territory	1,000.00 1,275.00	7.72	1,000.00 1,267.28	03.03.2010 29.06.2010
Fiji	980.00	7.74	972.26	17.02.2010
Macau (China)	1,000.00	-	1,000.00	19.03.2010
Mongolia	280.00	-	280.00	05.03.2010
Philippines	480.00	7.74	472.26	26.02.2010
Solomon Islands	1,000.00	-	992.29	02.06.2010
Thailand	1,000.00	-	1,000.00	03.03.2010
Vietnam	1,000.00	7.74	992.26	26.02.2010
Total	8,015.00	38.65	7,976.35	

Appendix G

APCCA Secretariat Report

For submission to the 30th APCCA

This report briefly informs members of the work done by the APCCA Secretariat during the period between December 2009 and September 2010.

Background

The APCCA Joint Declaration provides for the establishment of the APCCA Secretariat (hereafter referred to as the Secretariat) to provide support services to the APCCA and to its Governing Board. The main duties of the Secretariat are to serve as a focal point between the APCCA and its members, and between the APCCA and 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 Singapore Prison Service (SPS) were appointed by the APCCA at its 21st Annual Conference in 2001 to co-serve as the Secretariat for a term of two years. At the 23rd, 25th, 27th and 29th Annual Conference held in 2003, 2005, 2007 and 2009 respectively, the appointment was renewed for a total period of eight years till 2011.

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 APCCA Joint Declaration and hence become members of the APCCA. A total of 27 jurisdictions participated in the 29th Annual Conference held in Perth, Western Australia in 2009. The professional rapporteur services provided by Professor Neil Morgan and Ms Irene Morgan are well recognized and they have been appointed to continue their roles for 2010 to 2011.

Over the past one year, the Secretariat has maintained close contact with the Correctional Service Canada to assist in the organization of the 30th Annual 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, 21 jurisdictions responded to our call for returns. The statistics will be published in the 30th 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 30th Annual 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. The latest APCCA newsletter with the theme "Success Stories in Community Engagement" was published in August. 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 issue will be "Prisons Performance Management" and the call for articles made at this year's conference. Subsequently, the next newsletter due in June-July 2011 will be "Correctional Staff Training". The call for this edition will be made at an appropriate time. The Secretariat looks forward to members' support in contributing articles for the upcoming issues. 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.

The Secretariat plans to make yet another revamp to the APCCA website. This is in line with our commitment to make the website relevant, functional and modern. Information displayed in the website will be reviewed and enhanced, if necessary. Better ways of storage and retrieval of documents and photographs from past APCCA conferences will also be explored.

Concluding Remark

The Secretariat takes this opportunity to thank all APCCA members for their contributions and support for its work in the past year.

Appendix H

Report of the Governing Board Meeting held on 6 October 2010 to consider the establishment of a *Working Group on Future Directions for APCCA*

Further to the deliberations of the meeting of the Governing Board on 3 October 2010 and of the First Conference Business Session on 4 October 2010, members of the Governing Board met on Wednesday 6 October 2010.

Given that Canada had prepared a paper for discussion by delegates and wished to introduce that paper to the Board members, Professor Neil Morgan chaired the meeting in place of Mr Don Head. The meeting was attended by Canada, Australia, China, Hong Kong (China), India, Japan, Malaysia, Singapore, Thailand and Vietnam.

Members thanked Mr Head for his work in preparing a paper for discussion and Mr Head then spoke to the paper. Mr Head's paper suggested the following methodology:

- ✧ *December 2010*: in consultation with the Governing Board, Canada to prepare a survey of APCCA members (which will be translated into other languages as far as possible).
- ✧ *March 2011*: Canada to collate the survey results and identify the main areas for discussion.
- ✧ *Second quarter of 2011*: Canada to discuss the survey findings with members of the working group and to develop a draft strategic discussion paper.
- ✧ *Second-third quarter of 2011*: Working group to discuss and develop a draft paper.
- ✧ *October 2011*: Working Group to present a discussion paper for discussion by all members at the conference in Japan

A full copy of Mr Head's discussion paper entitled "*Proposal for Working Group to Examine the Future of APCCA*" is included at the end of this Report.

The Board members agreed with the suggested aims, methodology and time-frames. There was discussion about a number of practical matters, including:-

- (i) holding a face-to-face meeting in the middle of the year; and
- (ii) the involvement of the Rapporteurs in the work of the working party and their attendance at any mid-2011 meeting.

Malaysia very generously offered to host a meeting at its Langkawi Training Academy in 2011 (members of the working party will need to pay their own transportation costs but Malaysia will provide accommodation and hospitality). The Board accepted this offer with thanks. It was also decided that the presence of the Rapporteurs at such a meeting would probably be desirable.

The Board resolved as follows:

- ✧ A Working Group should be established to consider the achievements of APCCA and opportunities for further improvement to meet the needs of all members.
- ✧ Subject to receiving any further nominations from APCCA members, the Working Group would consist of the following countries: Canada (who will lead the initiative);

Australia; China; Hong Kong SAR; India; Japan; Malaysia; Singapore; the Solomon Islands; and Thailand.

✧ The following methodology and timeframe should be adopted:-

- *December 2010*: In consultation with other members of the Working Group, Canada will prepare a survey of APCCA members (which will be translated into other languages where possible).
- *March 2011*: Canada will collate the survey results and identify the main areas for discussion.
- *Mid-2011*: Working Group to meet in Langkawi, Malaysia, to discuss the survey results and any other issues it considers appropriate. (If the presence of the Rapporteurs is considered desirable, their fares will be covered by the APCCA fund).
- *October 2011*: Working Group to present a Discussion Paper for discussion by all members at the conference in Japan.

Proposal for Working Group to Examine the Future for APCCA³³

*Asian and Pacific Conference
of Correctional Administrators
Vancouver 2010*

Opportunity

- The APCCA has served member countries well for many years
- However, over the years, many changes have occurred in numerous jurisdictions: legislative amendments; offender population demographics; approaches to assessing the needs of offenders and the delivery of programs; profile of staff complements; etc.
- In addition, new challenges are developing on the horizon that all jurisdictions will be facing in coming years
- An opportunity now exists to examine how APCCA can best serve member countries to examine, discuss and share information, experiences and solutions as a result of the challenges of the tomorrow

Way Forward

- In order to build on the successes of APCCA and prepare for the future the Governing Board should consider:
 - ✧ Sanctioning a survey of member countries to determine how APCCA can best meet their needs for the next 5 to 10 years
 - ✧ Authorizing a working group to examine the survey results and prepare an options paper for the future steps of APCCA
 - ✧ Presenting to all member countries at the 2011 APCCA conference a discussion paper for review and possible decision

Proposed Next Steps

- Develop a survey tool to be sent to all countries
- Form of a Working Group comprised of some of the member nations of the Governing Board
- Develop draft discussion paper for review by the Governing Board

³³ Prepared by Mr Don Head, Commissioner, Correctional Service of Canada.

- Present the finalized discussion paper at the 2011 APCCA Conference
- Develop the strategic action plan and outcomes based on feedback from the 2011 Conference
- Implement the plan as required

Roles, Responsibilities and Timeframes

- Canada is prepared to take a leadership role around this initiative.
- If the Governing Board agrees, Canada would propose the following:
 - ✧ Develop a draft survey for review by the Governing Board by December 2010 and make necessary modifications based on feedback
 - ✧ Forward survey to all APCCA member countries and then compile results by March 2011
 - ✧ Initiate discussions with working group member countries by April 2011
 - ✧ Formulate 1st draft of strategic discussion paper for review by Working Group members by July 2011
 - ✧ Modify draft paper for review by Governing Board members by September 2011
 - ✧ Present discussion paper to ACPPA member countries October 2011 for discussion, modification and/or ratification.

Working Group Membership

- It is recommended that the following countries minimally be part of the working group:
 - ✧ Canada
 - ✧ Hong Kong
 - ✧ Singapore
 - ✧ Japan
 - ✧ Australia
 - ✧ India
 - ✧ Solomon Islands

Recommended Decision Points

- Governing Board members accept Canada's offer to lead this initiative
- Governing Board members approve the identified approach in the proposal
- Governing Board members approve the identified timelines in the proposal
- Governing Board members confirm the membership of the Working Group



Appendix I

National and Regional Participation in APCCA (1980-2010)

	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	2010 Vancouver, Canada						
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	19						

Appendix J

APCCA Membership List 2009 - 2011

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 K

Governing Board Membership

2010 – 2011

2011 Host:	Japan (Chair)
3 immediate past hosts:	Canada (2010) Australia (2009) Malaysia (2008)
2012 host:	Brunei
APCCA Secretariat:	Hong Kong (China) Singapore
4 elected members: ³⁴	Japan (elected in 2007) India (elected in 2008) China (elected in 2009) Solomon Islands (elected in 2010)
3 rotating members: ³⁵	Thailand New Zealand Mongolia

2009 - 2010

2010 Host (Chair):	Canada
3 immediate past hosts:	Australia Malaysia Vietnam
2011 Host:	Japan
APCCA Secretariat	Hong Kong (China) Singapore
4 elected members:	China India Japan Solomon Islands
3 rotating members: ³⁶	Cambodia Brunei Tonga

³⁴ The process is that elected members will step down after four years' service, but would be eligible for re-election.

³⁵ Chosen in reverse alphabetical order, who attended the 2010 conference.

³⁶ Chosen in reverse alphabetical order, who attended the 2009 conference.

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 L

Report of the Meeting of APCCA Finance Committee

**Cortes Island Room, Fairmont Hotel Vancouver, Vancouver, Canada
(1430 hrs on 3 October 2010)**

Present

Mr. SIN Yat-kin, Hong Kong (China)
Mr. Don HEAD, Canada
Mr. Ian JOHNSON, Western Australia

Recorder

Mr. WONG Kwok-hing, Hong Kong (China)

In Attendance

Mr. LAI Wai-keung, Hong Kong (China)

APCCA Fund Administrator's Report

- This report covers the period from 1 October 2009 to 31 August 2010.
- A total of US\$18,916 agreed contributions have been received.
- Voluntary contributions amounting to US\$8,015 have also been received from Australian Capital Territory, Fiji, Macau (China), Mongolia, the Philippines, Solomon Island, Thailand and Vietnam.
- Total contributions received are therefore US\$26,931.
- Total expenditure is US\$15,675 covering (i) the costs of website development and maintenance; (ii) the annual honoraria and travel expenses for APCCA Rapporteurs; and (iii) telegraphic transfer handling charges.
- After deducting a bank charge of US\$94 and taking into account bank interest income of US\$1, a net surplus of US\$11,163 is generated. With a bank deposit of US\$114,967 brought forward from the previous year, the APCCA Fund had an accumulated surplus of US\$126,130 as at 31 August 2010.
- Canada (current host) and Western Australia (host of 29th 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 M

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.

Organization

7. There will be an Annual Conference. The host state, territory or area will be responsible for all the activities in the organization 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 organizations;
 - (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 N

APCCA Song

Togetherness in Unity³⁷

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



Asian and Pacific Conference of Correctional Administrators
October 3-9, 2010
Vancouver, British Columbia
Canada

