



CONFERENCE REPORT

31st Asian and Pacific Conference of Correctional Administrators

**9 – 14 October, 2011
Tokyo, Japan**

by

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***(in collaboration with the Corrections Bureau Ministry of
Justice of Japan and the APCCA Secretariat)***

CONTENTS

		Page
	HISTORY AND ROLE OF APCCA	2
	OPENING CEREMONY AND OFFICIAL SPEECHES	8
<i>Agenda Item 1</i>	Challenges and initiatives in corrections	12
<i>Agenda Item 2</i>	Contemporary issues in correctional facility construction	23
<i>Agenda Item 3</i>	International collaboration: International prisoner transfers, training and executive development and sharing best practices	39
<i>Agenda Item 4</i>	Partnerships with the private sector: Challenges and opportunities	53
<i>Agenda Item 5</i>	Recruiting custodial staff with the desired skills and attributes	72
<i>Agenda Item 6</i>	Engaging and communicating with the community	87
<i>Agenda Item 7</i>	Responding to changing offender profiles	111
	CONFERENCE BUSINESS	118
	CLOSING CEREMONY	131
<i>Appendix A</i>	APCCA <i>Joint Declaration</i> 2002, as amended in 2004	134
<i>Appendix B</i>	Correctional Statistics for Asia and the Pacific 2011	142
<i>Appendix C</i>	Conference Program 2011	162
<i>Appendix D</i>	APCCA Discussion Guide 2011	187
<i>Appendix E</i>	Report of the APCCA Finance Committee 2011	202
<i>Appendix F</i>	Report on Administration of APCCA Fund (1 October 2010 – 30 September 2011)	205
<i>Appendix G</i>	APCCA Secretariat Report 2011	217
<i>Appendix H</i>	APCCA Membership List	220
<i>Appendix I</i>	Governing Board Membership	221
<i>Appendix J</i>	National and Regional Participation in APCCA since 1980	225
<i>Appendix K</i>	List of Agenda Items and Specialist Workshops since 1980	228
<i>Appendix L</i>	APCCA Song – “ <i>Togetherness in Unity</i> ”	235
<i>Appendix M</i>	Report of the Working Group on the <i>Future Directions of APCCA</i> (Langkawi, Malaysia), 2011	236
<i>Appendix N</i>	<i>The Great East Japan Earthquake of 11 March 2011</i>	268
<i>Appendix O</i>	APCCA 2011 Conference Pictures	289

HISTORY AND ROLE OF APCCA

Introduction to the 31st APCCA Conference

This is the official report of the proceedings of the 31st Asian and Pacific Conference of Correctional Administrators (APCCA) held in Tokyo, Japan from 9 October to 14 October 2011. The conference was hosted by Mr Mamoru Miura, Director General of the Correction Bureau, Ministry of Justice, Japan.

The conference was attended by delegations from 23 nations and territories in the Asian and Pacific region (see *Appendix J*). 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.

APCCA commenced in 1980 as a joint initiative between the Australian Institute of Criminology and the Hong Kong Prisons Department (see below). Japan has been a constant and strong supporter of APCCA, participating in every conference since its commencement. This was the third occasion on which Japan has hosted APCCA (the previous occasions being 1982 and 1995).

The Correction Bureau of Japan selected a very relevant and important theme for the conference, *Towards Accountable and Successful Corrections*. The conference logo, seen throughout this report, was especially meaningful and symbolic. It contained the letters 'APCCA', with the two letters 'A' being represented by Mount Fuji and the Tokyo Tower. Mount Fuji, the symbol of Japan for over 1,000 years, represents the spirit of love and unshakable belief. The Tokyo Tower, opened in 1958, is symbolic of Japan's development over the past fifty years, and represents the technology and wisdom of humankind. The blue colour used to depict Mount Fuji represents calm and the red colour used to depict the Tokyo Tower represents passion. The way in which both Mount Fuji and the Tokyo Tower spread wide on the ground signifies strength and prosperity.

The conference theme and the symbolism of the logo were reflected during the formal and informal parts of the conference itself. Valuable information was shared, new insights were gained on how to achieve more accountable and successful correctional services, and thereby to advance community welfare. In addition, friendships were formed and renewed in a way that is unique to APCCA. In his welcoming remarks, reflecting on both Japanese culture and APCCA tradition, Director General Miura, introduced delegates to the concept of '*kizuna*' or the bonds of friendship and cooperation.

The gracious and generous hospitality provided by the Correction Bureau of Japan ensured that delegates left Tokyo with a renewed faith in the capacity of wisdom, calm, passion and strength to improve the wellbeing of communities as well as offenders.

Director General Miura's staff were extremely professional and helpful, providing every possible assistance to delegates. They were a tribute to not only to the Correction Bureau but also to the country. Together they ensured that the conference was not just 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 prison design and operational practice in other jurisdictions. For this conference, a visit was conducted to the Kitsuregawa Rehabilitation Program Centre. Located around 110 kilometres north of Tokyo, Kitsuregawa is a facility for male prisoners without advanced criminal tendencies. It is one of four facilities established by a Private Finance Initiative (PFI) arrangement between the Japanese government and private contractors. Delegates were very impressed by the efficient and effective operation of the Centre and also by its modern design and facilities, including units catering for prisoners with disabilities and other special needs. A detailed discussion of the PFI system in Japan can be found under the heading 'Agenda Item Four' later in this report.

The Great East Japan Earthquake 11 March 2011

Kizuna and the values reflected in the conference logo proved to be particularly meaningful and symbolic because of the devastation caused by the East Japan earthquake and tsunami on 11 March 2011. Cooperation, unshakable belief, technology, wisdom, calm, passion and strength have all been required to rebuild after this disaster.

During the conference, the Correction Bureau of Japan made a specialist presentation on the Great East Japan Earthquake which occurred on 11 March 2011. Japan's east coast was struck by a 9.0 magnitude earthquake, one of the largest ever measured. A devastating tsunami followed and over 16,000 people lost their lives. In addition, the country faced major uncertainties and risks as a result of damage to the Fukushima nuclear power plant. Delegates learned that despite terrible destruction and devastation in the affected region, no corrections officials or prisoners had lost their lives. Many of their families and friends had, however, been caught up in the disaster. The response of the Correction Bureau, working with other government departments, and of the people of Japan as a whole was remarkable and very moving.

APCCA delegates were particularly impressed by the dignity and respect for others which had been demonstrated by the Japanese people at a time of such crisis and also by the rescue and relief efforts undertaken by the correction bureau and other government agencies. A summary of this specialist presentation by Japan is provided in *Appendix N*.

The Christchurch Earthquakes 4 September 2010 and 11 February 2011

New Zealand experienced two major earthquakes in Christchurch on 4 September 2010 and 22 February 2011. The first earthquake was of a magnitude of 7.1 and caused widespread damage to buildings and infrastructure in the region, with no direct fatalities as the earthquake struck at 4.35am. The second Christchurch earthquake struck at 12.51pm with a magnitude of 6.3. As it struck during a busy working day, there were 181 fatalities and widespread injuries, including severe damage to buildings and infrastructure.

Although both earthquakes had a significant impact on the Corrections Department's frontline operations, the Department responded quickly to the devastating situation by working closely with government and non-government agencies in the recovery process, thus ensuring public safety in time of emergency. Community members became more aware of the Department's role and saw how the staff and prisoners were able to assist the community. In addition, the Department and staff have learned that through a spirit of compassion and cooperation, they can work effectively together by forming a more integrated Department as a whole. Further information on the Christchurch earthquakes is provided under Agenda Item 6 below.

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 Prisons Department. 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, assisted from 1997 by Professor Neil Morgan.

During 2001 and 2002, APCCA established a new framework for its operations with the drafting of the *APCCA Joint Declaration* (discussed below) and the appointment of a Secretariat (Hong Kong (China) and Singapore) and a Rapporteur service (Professor Neil Morgan and Ms Irene Morgan).

Between 1980 and 2010, APCCA met in numerous nations across the region: Australia (five times); Canada (twice); 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 were discussed at those earlier conferences are set out in *Appendix K*.

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 L*.

The APCCA *Joint Declaration* and APCCA Management

A critical stage in APCCA's history was the signing of a *Joint Declaration* (see *Appendix A*) by all jurisdictions present at the 2002 conference in Bali, Indonesia. A number of other jurisdictions have signed up subsequently (see *Appendix H* for a list of current members). The *Joint Declaration*, which followed from the recommendations of a Working Party, sought to place APCCA on a firmer and clearer footing for the future while not detracting from its positive and well-established traditions. Key features of the *Joint Declaration* include a broad statement of the organisation's goals, establishment of a Governing Board, formalisation of arrangements for the administration of the APCCA Fund (including the establishment of a Finance Committee) and provisions governing the roles of the Secretariat and the Rapporteur.

The *Joint Declaration* established a Secretariat and this role has been undertaken by Hong Kong (China) and Singapore since then. 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), and at this, the 31st APCCA in Tokyo, the conference recorded its appreciation to Hong Kong (China) and Singapore, and gratefully accepted their offer to continue the role.

The *Joint Declaration* also sets out the roles of the Rapporteurs. Professor Neil Morgan¹ (who has been a Rapporteur for APCCA since 1997) and Ms Irene Morgan² (who has been serving APCCA since 2000) have served as Rapporteurs since 2003. In line with the terms of the *Joint Declaration*, their roles have been reviewed at the 26th APCCA (New Zealand, 2006), the 27th APCCA (Vietnam, 2007) and at this, the 31st APCCA in Tokyo.

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.

Under the terms of the *Joint Declaration* they were offered, and accepted, a further three-year appointment in 2011.

2011 Survey of Members and APCCA Working Group on the Future Directions of APCCA

At the 30th APCCA in Vancouver, Canada (2010), the Conference acknowledged the strong traditions and achievements of APCCA. However, as it was around ten years since the *Joint Declaration* had been signed, it was decided that it was timely to survey members and to establish a Working Group to examine opportunities to build on these achievements over the next decade. The Correctional Service of Canada generously prepared and distributed a survey to members. It then analysed the results of the survey for consideration, initially by the Working Group and then at the 2011 Conference.

The Working Group met at the Malaysian Prison Department's Correctional Academy in Langkawi on 4 and 5 of July 2011. During the 2011 conference in Tokyo, the report of the Working Group was discussed at the Governing Board meeting and at the first conference Business Session. The results of the survey and the *Report of the Working Group on the Future Directions of APCCA* are in *Appendix M*.

The Governing Board and Conference discussions of the Working Group report, and the decisions that were taken in light of those discussions, are reported below (under *Conference Business*). APCCA members expressed great appreciation to both Canada and Malaysia for the extensive work they undertook on behalf of the Working Group and APCCA as a whole.

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 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 focus to the topic in question and an ability to compare practice across jurisdictions. Presenters also use Powerpoint to aid their presentations.

In accordance with APCCA practice, all delegations made presentations to the whole conference on Agenda Item One. Discussions on Agenda Items Two to Seven were held in concurrent 'break out' groups and the facilitators of each break out group then presented a summary of the discussions and findings to the conference as a whole.

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 provides a unique statistical resource, with statistics from across the region being compiled and presented 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 and in influencing government decisions. APCCA reports are also a training and educational tool. Some countries translate those parts of the report that deal with the agenda items and specialist workshops for local use. Sometimes, countries who are unable to attend the conferences (usually for financial reasons) also make use of the report. The statistics and analysis are used in various academic institutions and organisations, including United Nations affiliated bodies, in publications and research on correctional trends and issues.

OPENING CEREMONY AND OFFICIAL SPEECHES

The Opening Ceremony was held in the Royal Hall at the Rihga Royal Hotel in Tokyo. The Guest of Honour was the Honourable Hideo Hiraoka, Minister of Justice of Japan.

The Opening Ceremony began with the APCCA Song being played whilst the APCCA symbols were being escorted into the conference room by officers from the Correction Bureau, Ministry of Justice of Japan.

Mr Don Head, Commissioner of the Correctional Service of Canada (the 2010 host) handed the APCCA symbols to Mr Mamoru Miura, Director General of the Correction Bureau, Ministry of Justice of Japan.

This was followed by welcoming speeches from Director General Mamoru Miura, the Honourable Hideo Hiraoka, Minister of Justice of Japan, and Commissioner Don Head.

Welcome Speech by Mr Mamoru Miura, Director General of the Correction Bureau, Ministry of Justice of Japan

National delegates, distinguished guests, ladies and gentlemen:

The APCCA symbols have just been transferred from Canada, the 2010 conference host, to Japan. It is both a joyous occasion for me and at the same time I feel the great responsibility that has been entrusted to us.

Canada demonstrated excellent initiative as the host of last year's conference. A new approach was taken to the conference program. In addition, the *Working Group on Future Directions for APCCA* established by the Canada conference met in Langkawi, Malaysia, this summer and offered an opportunity for us to examine afresh the operation of APCCA which has been held since 1980 for more than 30 years. On behalf of the participants at this 2011 conference, I would like once again to express my appreciation to last year's host country of Canada for their exemplary leadership. Let's give them a round of applause now.

This year's theme of "*Towards Accountable and Successful Corrections*" is an important issue for achieving our ultimate objective of rehabilitating offenders and ensuring public safety.

You will note that the agenda items for our conference include many hard-to-resolve issues that we all share in the field of the treatment of offenders, such as correctional facility construction, international collaboration including prisoner transfers,

partnerships with the private sector, recruiting talented custodial staff, engaging the community, and responding to changing offender profiles.

I sincerely hope that over the days of the conference we can engage in open discussion with an eye on the future of corrections. Also, I would like to take this opportunity to ask for your cooperation to ensure the smooth operation of this conference.

As you all already know, the logo for the 31st APCCA features two landmarks, Mount Fuji and Tokyo Tower, symbolizing Japan and Tokyo, respectively.

Praised for its majestic beauty, Mount Fuji has been admired as the symbol of Japan for more than 1,000 years. The Japanese people have long lived side by side with the volcano, enjoying its rich array of benefits and delighting in its many expressions of the beauty of nature.

Tokyo Tower was built when the nation was recovering from the aftermath of World War II and experiencing a period of high economic growth, and the tower has been a symbol of Japan's postwar economic miracle since it was opened in 1958. Boasting a height of 333 meters, it was the tallest free-standing tower in the world at the time of its opening, and it has watched over the changes in the times and the development of Tokyo for more than 50 years.

The colors of the two landmarks, red and blue, represent passion and level-headed judgment, respectively, and the gradually widening base of both Mount Fuji and Tokyo Tower signify prosperity. Together, the logo is designed to express our great passion, wisdom, and knowledge in regard to corrections as well as to represent the advancement of APCCA.

To me personally, this logo also seems to represent Japan today as it strives to reconstruct from the tremendous damage wrought by the Great East Japan Earthquake while continuing to live together with nature, now more aware of the threat it can be.

In closing, I would like to express my appreciation to the country delegates for coming to Japan at this time of reconstruction for our nation and to thank Professor Neil Morgan and Ms. Irene Morgan for their important role as rapporteurs. I look forward to receiving your support and cooperation in the conference.

Thank you.

Address by the Honourable Hideo Hiraoka, Minister of Justice of Japan

National delegates, distinguished guests, ladies and gentlemen:

Thank you for the kind introduction. As the Minister of Justice of Japan, I am delighted to say a few words today on the auspicious occasion of the 31st Asian and Pacific Conference of Correctional Administrators, or APCCA 2011.

First, I would like to extend a warm welcome to delegates from the Asian and Pacific region and to thank them for traveling all the way to Tokyo for this gathering.

As you know, the massive earthquake that struck Japan on March 11 this year caused a tremendous loss of life as well as great damage across a wide area. Even today, more than six months after the disaster, Japan - and particularly its northeastern section - is still traveling the hard road of reconstruction. In the days since the disaster, we have received great support and warm words of encouragement from throughout the world, and I would like to take this opportunity to express my appreciation.

This is the third time for Japan to hold APCCA since its inception, and it is the first time in 16 years for us to host the conference, the last time being the 15th APPCA in 1995. Since the first conference held in 1980, the fine mission and tradition of APPCA have been carried forward without fail. As the scale and significance of the conference increase every year, it is a great honor for us to hold the conference this year.

The situation surrounding corrections in nations around the world has changed greatly in the past 16 years. The role entrusted to corrections, as I understand it, is to contribute to community safety by appropriately maintaining order at correctional facilities and to promote the rehabilitation of offenders as well as their smooth reintegration into the community based on a deep sense of humanity and respect for human rights. To fulfill this mandate while responding to the needs of the times, Japan implemented major revisions to its legislation in 2006 and 2007. In recent years, many correctional facilities face issues such as the aging of inmates and the handling of foreign inmates who do not understand Japanese and other problems that require new policy. Moreover, the staff treating inmates tends to be younger now, so we are working to develop effective training programs for them to acquire a large amount of knowledge and technique in a short period of time.

Although there are differences among the countries and regions represented here in terms of the situation surrounding corrections today and the changes experienced in the path so far, I am sure that your entire staff is working day and night, under your leadership, to rehabilitate offenders and reintegrate them into the community and is applying their creativity and originality to ensure effective corrections.

I sincerely hope that this conference, where the leaders of corrections in the countries of the Asian and Pacific region gather together, helps you overcome any issues you face and create new policies as necessary in your home countries.

I also hope that this conference serves as an opportunity for you to see that Japan is regaining its strength after the calamity of the spring and to experience the beautiful nature, tradition, and culture of our country.

Thank you.

Address by Commissioner Don Head, Correctional Service of Canada

Commissioner Don Head from the Correctional Service of Canada welcomed delegates, and expressed how pleased he and his delegation from Canada were to be in Tokyo. He praised the Japanese hosts for their hospitality and excellent organization of the 2011 annual conference.

Commissioner Head spoke of the strong traditions and excellent work that has been accomplished by the APCCA, and remarked of the bright future the organization holds in bringing together countries to continue sharing information and best practices in the field of corrections.

He expressed regret at not being able to attend the summer meeting of the working group in Malaysia and visit to Korea, but indicated his full confidence in the group to map out a solid direction for the future of APCCA.

The Commissioner concluded by saying that he looked forward to this conference and the sharing of information among the delegates.

AGENDA ITEM 1

CHALLENGES AND INITIATIVES IN CORRECTIONS

1. INTRODUCTION

From 1997 to 2010, the first agenda item at APCCA conferences was entitled '*National Reports on Contemporary Issues in Corrections*'. This agenda item has played a particularly important role in APCCA proceedings and in APCCA history. First, it has offered all countries, however large or small, equal standing to share information about the challenges they face and the initiatives they have adopted to address those challenges. Secondly, the topic ensures a high level of continuity in the organisation's knowledge base. Thirdly, it allows new delegates to quickly understand the issues faced by their colleagues in the region. Finally, it has greatly contributed to cross-jurisdictional and long term understanding of trends and issues across the region.

However, it is also important for delegates to have the opportunity to showcase specific initiatives which may not otherwise come up within the various agenda topics. At the 2010 APCCA conference in Vancouver, Canada, it was therefore decided that the title of this topic should change to '*Challenges and Initiatives in Corrections*'. The intent of the APCCA members, as explained in the *Discussion Guide* (see *Appendix D*), was that the written papers would still address a similar set of issues but that the actual presentations by delegates would focus on one or two of the major challenges, initiatives or 'success stories'.

The national reports on this agenda item 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. The diversity within the region is staggering. For example, this conference was attended by the world's two most populous nations (China and India) and also by some small Pacific Island nations (including Fiji, Kiribati, the Solomon Islands, Tonga and Vanuatu). Some APCCA members, including Hong Kong (China), Macau (China) and Singapore are small in size but densely populated whereas others, including Australia and Canada are physically vast but have very scattered populations. There is also great religious, cultural and political diversity, and different countries are at very different stages of economic development.

Despite this diversity, correctional administrators face many common themes as well as some matters which are more specific to themselves. The following discussion shows, too, that international learning through forums such as APCCA, is invaluable in moving correctional policies forward.

It is not possible to cover every issue raised in the various papers which, in total, ran to several hundred pages. The focal points of this thematic overview are: (i) the general context of corrections (including the impact of external factors); (ii) an analysis of the main factors influencing change in the region; and (iii) a summary of major legislative changes and strategic policy initiatives.

2. CONTEXT AND THE IMPACT OF EXTERNAL FACTORS

Prisons are 'closed environments' but prisons and community corrections do not operate in isolation. They are directly affected by the general socio-economic and political climate of the society, and may face particular pressures at times of political upheaval or economic difficulty. The conference papers showed that globalisation has presented many challenges, especially in some of the faster developing countries in the region. Unfortunately, natural disasters appear to be on the rise and the threat of terrorism is ever present.

(a) Natural Disasters, Environmental Issues and Climate Change

It is a real tribute to the determination, skill, resilience and professionalism of correctional services across the region that they have not only managed their prisons around the problems arising from natural disasters but have also assisted the community in vital rescue and reconstruction work (see also Agenda Item 6 and *Appendix N*). Delegates were very moved and impressed by the information they heard from Japan and a number of other countries.

On 11 March 2011, Japan's east coast was struck by a 9.0 magnitude earthquake, one of the largest ever measured. A devastating tsunami followed and over 16,000 people lost their lives. To add to the problems caused by this natural disaster, the Fukushima nuclear power plant was severely damaged, generating further risks to residents in the area. A number of prisons were damaged but, fortunately, no staff or prisoners were killed. More details of these events, and of the way in which the Corrections Bureau of Japan engaged in national rescue and rebuilding efforts are contained in *Appendix N*. In learning from the experience, the Japanese are further examining their systems and resources in areas such as communications, vehicles, fuel and food, in case of further events. Delegates were also impressed by the dignified, efficient and law abiding way that Japanese society as a whole had responded to these tragic events.

In September 2010, the South Island of New Zealand was damaged by an earthquake centered around Christchurch. Around 700 prisoners had to be relocated to other sites around the country within four days. In February 2011, a second and more devastating earthquake struck the same area. Soon after the February earthquake, the Department of Corrections established Earthquake Operations Centres at national and regional levels to focus on the safety and welfare of staff, the status of the facilities, and planning for the delivery of critical services.

Fortunately, the prison buildings were not badly affected but it was decided to move some prisoners out so that prison cells could be used for police purposes and for the accommodation of emergency workers and volunteers. Like Japan, the New Zealand Department of Corrections has used this experience to build knowledge and capacity for the future.

In 2010, Tonga also suffered when a large tsunami hit Niua Island and swept away all its prison facilities. Fortunately no staff members or prisoners were killed. All staff were subsequently redeployed and the prisoners transferred.

During the 2011 conference itself, Thailand was experiencing some very serious floods. These had started in other parts of the country and had reached Bangkok and the surrounding areas by September/October 2011. Thousands of prisoners had to be moved from prisons in and around Bangkok and Ayutthaya, often as flood waters were swirling around them. They had to be sent to other prisons, creating numerous security, logistical and humanitarian challenges.

In addition, over recent years, China, Indonesia, Kiribati, the Philippines, the Solomon Islands and Vietnam have also suffered from earthquakes, floods or landslides which have impacted directly on their prisons. Several other countries, including Australia and Malaysia, have suffered from floods and/or fires but fortunately, prisons in those countries have not generally been directly affected.

Over the longer term, rising sea levels and climate change will present challenges in every country, especially in some of the small Pacific Islands which, as Vanuatu said, remain extremely vulnerable to natural hazards.

Japan's March 2011 earthquake and tsunami provided a very sobering backdrop to APCCA 2011. Importantly, however, APCCA also provided a valuable opportunity for delegates to gain insights and knowledge in the critical area of disaster management.

(b) Economic Development and Globalisation

In some countries, the processes of economic development and urbanisation are creating stresses. China has experienced some of the most rapid and dramatic changes in the world and the delegation commented: 'China is at the stage of moving out of the low-income countries and towards the middle-income countries. The original social and economic systems are undergoing dramatic changes with the sustained economic and social development of the country, leading to changes in the composition of offenders, the nature of crimes and the means of crimes.'

Vanuatu commented that, although it is one of the world's least developed nations, it is experiencing rapid urbanisation as young men move to the cities in search of work.

Macau (China) noted that the massive recent growth in gaming tourism and associated entertainment has created a complicated social environment with increased opportunities for illegal activities.

It is clear that globalisation and modern forms of communication mean that crime will increasingly transcend jurisdictional boundaries and that there is a need for a more unified approach to tackling such problems. Over recent years, Malaysia, Brunei and a number of other countries have witnessed a flood of illegal entrants looking for work as their economies have boomed. There are also increased opportunities for economic crime, internet crime, and criminal activities that spread across borders such as 'people smuggling' – an issue that remains prominent in Indonesia, Australia and Malaysia.

(c) Political instability

It is very pleasing to report that, compared with ten years ago, fewer parts of the region reported serious political unrest. It was also pleasing to learn that the Solomon Islands, with some foreign assistance, has built up local capacity. There is now far less reliance on foreign aid and Solomon Islanders themselves are more in control of their own destiny. The transformation from the disorder and unrest from 1998 to 2003 is remarkable. In a number of countries, however, political changes have proved rather destabilising. Vanuatu, for example, has experienced numerous changes of government over recent years and in Tonga, the political change from a constitutional monarchy to a more democratic form of government is not without its difficulties.

3. FACTORS INFLUENCING CHANGE IN CORRECTIONS

One of the most important matters which countries discuss during this Agenda Item is their ongoing revision and updating of the framework of corrections, as reflected in legislation and major policy initiatives. Before discussing some specific examples of such developments, it is important to reflect on the main factors which appear to be driving or influencing these changes across the region.

Taking stock of the papers presented during Agenda Item One at APCCA over the past decade, there are probably five main influencing factors. Although all appear relevant to some degree in every country, the weight attached to each obviously varies between countries.

(a) 'Corrections' and 'Reintegration', not just 'Imprisonment'

All APCCA members now share a basic philosophy of 'corrections'. Imprisonment is seen an extremely important element in a correctional system but is not the end in itself: the ultimate aims of the system are rehabilitation and reintegration, not just custody and control. Reflecting this philosophy, it is now recognised that 'community corrections' as well as prison based initiatives play an important role.

Consequently, rehabilitation programs and strategies for effective re-entry to the community are attracting increasing interest.

(b) Advances in Technology

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

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

(c) International Standards and Benchmarking

Globalisation, the internet and engagement in conferences such as APCCA have all contributed to correctional services becoming more outward looking. As a result, the country papers and conference discussions are placing more and more emphasis on 'international standards' and 'international best practice'. This interest in international benchmarks is also evident 'on the ground' in the various countries when APCCA members visit prisons during the annual conferences. Importantly, interest in and knowledge of United Nations standards extends across the region and is not limited to those countries who are regular signatories to United Nations conventions.

The best-known example of international standards for prisons is the *United Nations Standard Minimum Rules for the Treatment of Prisoners*. This now provides an explicit or implicit point of reference for most countries. In the non-custodial area, the 1990 Tokyo Rules (the *United Nations Standard Minimum Rules for Non-Custodial Measures*) provide a useful reference point. These two sets of rules are further bolstered by a number of other specific conventions. The most relevant of these are the Bangkok Rules (the *United Nations Standard Minimum Rules for the Treatment of Female Prisoners and Non-custodial Measures for Women Offenders*) which were adopted by the United Nations in late 2010.

(d) Rights and Responsibilities: Prisoners, Staff and Victims

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

Put another way, all parties have rights, and prisoners as well as staff must be accountable and responsible.

Another emerging area concerns "victims' rights". When the prison system focused essentially on punishment and isolation, there was little role for victims to have a say. However, as philosophies have shifted towards reintegration and also to a focus on rights and responsibilities, there is growing interest in the position of victims. Parole Boards, in particular, will commonly examine ways to protect victims and to promote appropriate mediation.

(e) Transparency and Accountability

Traditionally, prisons were closed places, subject to little external scrutiny. However, this has changed in most countries over the past decade, with legislatures, governments, the media and the people demanding more openness. External scrutiny takes many forms, including decisions by the courts, visits by members of the judiciary, the establishment of specialist 'inspectorates', and engagement by agencies such as Human Rights Commissions and Ombudsman offices. One of the obvious benefits of appropriate external scrutiny is that, through greater knowledge, the public and the media will feel greater confidence in the system.³

4. LEGISLATIVE CHANGES AND STRATEGIC POLICY INITIATIVES

Reflecting the factors set out above, delegates from the 23 attending countries provided many interesting examples of major legislative and policy initiatives. It is only possible to provide a brief summary of some key developments here. More detail can be obtained from the country papers themselves.

Japan has undertaken comprehensive reform following some deaths and injuries at Nagoya prison in 2002. In 2003, the Correctional Administration Reform Council issued a report called 'Prisons that Gain the Understanding and Support of Citizens'. This made wide-reaching recommendations with respect to the human rights of prisoners, rehabilitation and re-entry, and improving the conditions for staff. In 2006, another report entitled '*Toward Harmony and Balance of Public Security and Human Rights*', examined the issue of unsentenced prisoners also made wide reaching recommendations. To give effect to the intent of these reviews, a total revision of relevant legislation was completed in 2007. Implementation of the new laws and legislative fine-tuning are ongoing.

³ At the 2008 APCCA in Malaysia, almost every country concluded that the benefits of external scrutiny strongly outweigh any possible detriment: see N Morgan and I Morgan, 'Agenda Item 2' in *Report of the 28th Asian and Pacific Conference of Correctional Administrators*.

Vietnam has been in the process of revising its laws over a number of years. On 01 July 2011, the Law on Criminal Sentence Execution came into effect. This, read with the 2007 Law on Amnesty, is intended to provide greater consistency and continuity in the law. It emphasises reintegration for ex-prisoners and places a responsibility on local authorities to encourage and support them through employment and training opportunities. Prisons are also aiming to improve the quality of family contact.

Vanuatu, as a small Pacific island nation, has faced many challenges in modernising and improving correctional services but has benefited greatly from a technical assistance partnership with New Zealand. Planning is underway for a new correctional centre as existing facilities are in poor condition and require substantial ongoing maintenance. The most important building blocks for corrections are seen as community engagement and *kastom* (custom).

Tonga introduced a new Prisons Act in 2010 to replace outdated laws dating back to the 1930's. AusAid provided assistance to Tonga in developing the new laws. Advantages of the new legislation include: clearer boundaries about the relationship between the Commissioner of Prisons (to administer prisons) and the Minister (political); more clarity regarding the role of prison officers; better systems for the discipline and reward of prisoners; and systems to assist their early release.

Thailand is in the process of making fundamental reforms to its Penitentiary Act. One important feature of the new Act is that it will mandate compliance with the United Nations Standard Minimum Rules for the Treatment of Prisoners. Having promoted the drafting and adoption of the Bangkok Rules for the treatment of female offenders in 2010, Thailand has been actively rolling out implementation in the country's prisons. Checklists for the Bangkok Rules have been produced, many prisons are already compliant, and full compliance across the country is required by 2013.

The Solomon Islands enacted new legislation in 2008, with assistance from other regional countries, notably Australia. The new Act aims to embody international standards and involves a shift towards 'rehabilitation and reintegration ... rather than social isolation and punishment.' The 'Corrections' Department has replaced the old Prisons Department, much improved facilities have been constructed, audit and inspection systems have been introduced, and engagement with the community has been improved.

Singapore has reoriented its system towards improved rehabilitation and reintegration outcomes whilst maintaining a firm focus on discipline and deterrence. Importantly, there is evidence that this reorientation is having positive results, with recidivism rates dropping significantly. These results appear to reflect the fact that a holistic approach was conceptualised, adopted and sustained (with improvements being made as they were identified).

Elements of the strategy include building up the culture and public image of staff, leadership development opportunities for staff, improved inmate management processes, better treatment programs, and strong practical support for ex-prisoners on release.

The Philippines correctional system is a shared responsibility involving both federal and provincial departments. At the federal level, the Bureau of Corrections has replaced the Bureau of Prisons. Draft legislation is currently being considered by the Philippines Parliament with a view to improving the framework for corrections, modernising prison facilities, professionalising correctional service staff and increasing staffing levels.

New Zealand's Department of Corrections published a new strategic plan in 2011 called '*Creating Lasting Change 2011-2015*'. The plan sets four key priorities: public safety, reducing re-offending, better public value and leadership. Implementation has required policy and process improvements across all core business areas in both prisons and community corrections. The overall aim is to reduce the extent and severity of offending, especially amongst Maori people. Engagement with other agencies and conducting robust internal and external evaluations are regarded as key components in achieving successful change.

Mongolia has made great progress since attending APCCA in the late 1990's. At that time, the rules governing prisons were poorly drafted, prison conditions were poor and Tuberculosis (TB) was rampant in the prisons. Mongolia's formal correctional objectives now include 'respect human rights'; provide international standard living conditions; safety and security for staff and prisoners; and prisoner reintegration. To meet these goals, improved laws and governance structures have been put in place and new facilities constructed.

Malaysia has introduced several legislative and policy changes over the last four years in order to meet a whole of government priority to 'reduce crime'. The Prison Department identified rehabilitation and community involvement as key ingredients in this. In 2008, the Prisons Act was substantially amended to allow the implementation of a parole system (modelled to some extent on Australian experience). From July 2008 to June 2010, around 1500 prisoners were released on parole and success rates are reportedly good.

Korea has been progressively rolling out measures to improve correctional services for more than a decade. Major initiatives are underway to achieve cultural change and diversification in the Correctional Service: 'As the environment has changed into one where inmates are not just the target of punishment, but need protection and healing, ... correctional officers' creativity and sense of innovation have emerged as critical values.' One of the drivers of change, and one of the biggest challenges, has been the increase in external scrutiny, with prisoners having more and more opportunities to raise issues with outside agencies.

Kiribati has a small population and a small number of prisoners (around 100). Plans for a new prison are still in the pipeline and there is a need to update corrections legislation, which still dates back to colonial times. However, there still some important initiatives. Many crimes are alcohol-related and a new Alcohol Awareness and Family Recovery program has been introduced to provide treatment opportunities for prisoners and to improve assessments for release on parole.

Indonesia has been attempting to build a prison system which has a stronger focus on human rights whilst maintaining control, security and safety. However, terrorism is hampering progress on such initiatives. Prisons face many problems in trying to house, manage and rehabilitate terrorists. Strategies within the prison system include mentoring programs for prisoners who misunderstand concepts such as 'jihad', anti-radicalisation programs, and the segregation and strict monitoring of high risk offenders. However, counter-terrorism also involves cooperation between agencies, both nationally and internationally and the paper provided examples of such collaboration.

India has a vast and complex system. One of the key challenges is greater uniformity. The different States have constitutional responsibility for administering prisons but the national government has developed new legislation and is using a range of strategies, including financial incentives and support, to promote greater uniformity in prison administration and standards. This has partly been driven by the increasing involvement of courts and the national Human Rights Commission in prison issues. Strategies to reduce the number of unsentenced prisoners include plea bargaining, better use of technology, release if there has been inordinate delay, and improved legal aid provision. However, around two thirds of prisoners are still unsentenced.

Fiji has completely overhauled its legislation, with a new Corrections Act coming into force in June 2008. The new Act reflects the move 'away from ... containing prisoners to rehabilitating them and preparing them to return to their communities as law abiding citizens' and aims to improve transparency and accountability. The Act is modelled on the United Nations Standard Minimum Rules and other conventions. It seeks to ensure that prisoners are treated humanely but also to encourage a sense of self respect and personal responsibility. Prison officers are expected to model good behaviour and to show leadership and a Client Service Charter and a Code of Ethics are being developed.

Macao (China) has been undergoing major social change as a result of economic development tied to the gaming and tourism industries. This has brought a number of new challenges but the crime rate has remained relatively stable. The Macao Prison is a department under the Secretary for Security but rehabilitation services for released prisoners is the responsibility of the Department of Social Rehabilitation (DSR) in the Legal Affairs Bureau. Drug offenders are an area of particular concern and in 2010 the DSR introduced a new treatment program which includes working closely with the prison and the judiciary.

Hong Kong (China) has continued to develop strategies to enhance both custodial environment and rehabilitation services. A substantial program of prison building and upgrading has continued and, importantly, is underpinned by a new Correctional Services Integrated Management Model (CSIM), based on three core concepts of care: '*Caring for people, Caring for environment, Caring for community*'. The CSIM has received a number of awards and emphasises 'people orientation, operational efficiency, economy of scale, effective resources management, greening concepts, and community networking.' Other priority areas include knowledge management systems, community engagement, services to women prisoners, and international/regional collaboration.

China has been progressively revising its prison laws and policies in order to achieve common goals and practices across a vast and diverse country. China reported that this is having positive results. There have been notable improvements with respect to security, epidemic control and disaster management. 'Fair and honest law enforcement' has been improved through the new laws 'promoting transparency in prison affairs', and violations of law by prison officers have fallen. National prison construction standards have been developed and there have been improvements to prisoner education services. Areas identified for further improvement include the quality of 'offender correction' and building up staff (in both numbers and skills).

In **Canada**, the Correctional Service of Canada (CSC) has responsibility for offenders sentenced to two years' imprisonment or more. In 2007, an independent review led to the development of the 'Transformation Agenda' ('TA'). The TA has an overriding focus on public safety and is expected to set CSC's frameworks and priorities over the coming years. It aims to build on CSC's achievements in areas such as offender programs, but to expand other areas, including employment training and skill development. In essence, it involves rebalancing correctional goals and services in five areas: enhanced offender accountability; eliminating drugs; enhancing correctional programs and interventions; modernizing physical infrastructure; and strengthening community corrections.

Cambodia has made great progress since attending APCCA in the mid-1990's. Improvements to prison conditions have been assisted by the development of national Minimum Standards for the Treatment of Prisoners. International aid from Australia, United Nations bodies and NGO's is also seen as beneficial. However, it is also recognised that new laws are required. Significantly, a draft correctional law has been approved and endorsed by the Prime Minister and is to be debated by the National Assembly. Royal decrees have also been drafted with respect to staff working conditions, career development and accountability.

Brunei's total population has been expanding rapidly and this has required whole of government planning and coordination.

The Prisons Department itself has four main strategic objectives: enhancing the detention and management of prisoners through effective security systems to facilitate a safe environment for rehabilitation; improving the effectiveness of rehabilitation through reformation, education and vocational skills programs; greater public awareness and enhanced cooperation between the Department, other agencies and NGO's to facilitate reintegration; and organisational changes to improve performance, productivity and quality of service. Delegates to the 2012 conference, to be hosted in Brunei, will no doubt learn more about these initiatives at that time.

Australia is a vast continent with a scattered population, with correctional policy and legislation being primarily the responsibility of six States and two Territories. It is therefore difficult to generalise (and the Australian paper describes each jurisdiction separately). However, there have been some common policy and legislation challenges. Patterns of imprisonment vary across the country and the single most significant problem is the gross over-representation of Aboriginal people in prison. In all jurisdictions, key priorities include the humane and decent treatment of prisoners, improving services to Aboriginal prisoners and female prisoners, and better links between community and custodial corrections.

5. CONCLUSION: ACCOUNTABILITY IMPROVES SUCCESS IN CORRECTIONS

All delegates learned a great deal from this conference about responding to natural disasters and the potential for correctional services staff, and also prisoners, to make a positive contribution at times of crisis. The stories – especially from Japan, New Zealand and Thailand – were moving and sad, but also in some ways uplifting.

Much of this analysis of the papers and presentations has focused on legislative and policy frameworks in corrections. It should be acknowledged that legislation and policy are only the starting point – albeit an essential starting point. They are usually developed by central government agencies, must have 'buy in' from practitioner and prisoners. It is therefore critically important to ensure that the policies are balanced, relevant and meaningful. Training and education programs must also be undertaken to ensure that staff and offenders respect, understand and follow the policies and laws.

Although the roll out of new laws, policies and practices is still a 'work in progress' in most jurisdictions, all APCCA members have now reached the point where more modern, robust and balanced frameworks are in place. This is a very significant achievement and a marked advance on the situation five years ago. It augurs well for the future.

More generally, the tone and substance of the various papers showed a strong and clear recognition that, as promoted by the Conference theme, accountability and transparency are critical to the success of corrections.

AGENDA ITEM 2

CONTEMPORARY ISSUES IN CORRECTIONAL FACILITY CONSTRUCTION

1. INTRODUCTION

Over recent years, many countries have stated that they are building new correctional facilities. Several have also commented on the very real value of visiting correctional facilities during the conferences. However, it has been some time since there was an agenda item specifically devoted to the design and construction of correctional facilities. This topic proved timely and important.

The design and construction of new correctional facilities must take account of a wide range of considerations. These include meeting the objectives of modern corrections (such as security, safety, rehabilitation and re-integration), addressing environmental and social concerns, and taking account of the changing profile of the prisoner population.

During the conference, PowerPoint presentations were delivered by Japan, Canada, Hong Kong (China) and India. The presentations included photographs and plans of new and old correctional facilities which assisted delegates to see the changes and the improvements regarding correctional facility construction. Written papers were also submitted by Fiji, Indonesia and Vietnam. This paper discusses the Agenda Item under the following headings:-

- Country overview
- Community acceptance
- Environmental considerations
- Security, safety and control
- Meeting diverse correctional needs.

2. COUNTRY OVERVIEW

Over the years (as evidenced in past APCCA reports), correctional departments in the Asia-Pacific region have been faced with a number of challenges such as an ageing prisoner population, an increase in prisoners with mental health issues, female prisoners, young prisoners, gangs and foreign nationals. During their presentations, Japan, Hong Kong (China), Canada and India indicated that the challenges they faced included having to accommodate these prisoners in ageing and outdated facilities which did not meet their needs.

(a) JAPAN

In Japan, the construction of government facilities must comply with the *Act on Government and Public Office Facilities Construction Act* (No. 181 of 1951), the *Building Standards Act* and other regulations regarding architecture and environmental standards.

As a building structure, prisons are generally viewed negatively by the community. Hence, any proposals to build a prison must take into account two factors:-

- **The local characteristics** – In essence, the prison design must reflect the local history, culture and environment in order to gain public support for the construction of the prison in their community. In addition, any existing structure with historical value must be preserved and restored.
- **The landscape** – In essence, the proposed prison structure must harmonise with the surrounding natural and urban environment, and enhance the local landscape.

For example, in October 2007, the Kitsuregawa Rehabilitation Program Centre came into operation under public-private collaboration⁴ with the following objectives:-

- Strengthen the relationship between the public and private operators;
- Effective use of social resources in the region;
- Enhance partnerships with the community; and
- Gain the understanding and support of the community members. The Centre contributes to the development of local economy by procuring products and goods from the neighbouring areas and recruiting private sector staff from the local community.

(b) CANADA

The Correctional Service of Canada (CSC) manages offenders who have been sentenced to two years or more. It oversees 51 institutions (14,156 beds) for men and 6 institutions (565 beds) for women as well as numerous community correctional centres and parole offices across Canada. Over half of the correctional facilities were constructed before 1970, including five before 1900.⁵ Over the last decade, Canada has experienced normal growth in inmate population which enabled it to focus on renewing the outdated correctional infrastructure.

⁴ Agenda Item 4 discusses the different types of partnerships which correctional departments have with the private sector. Kitsuregawa Rehabilitation Program Centre was built by the Government, and collaboration projects have been forged with the private sector under 'private funding initiatives' (PFI).

⁵ For example, the Kingston Penitentiary's North Gate was constructed in the 1840s.

For example:-

- At maximum security prisons, more autonomous living units have been designed by integrating program and recreational facilities to deal with the increase in gang factions and the need for increased isolation of these groups.
- At medium security prisons, less restrictive units have been built to enable inmates to graduate from a structured living environment to a residential environment to encourage them to gain more personal responsibility.

The key challenge for CSC is dealing with inmates with mental health issues combined with to prolonged substance use or Prenatal Alcohol Syndrome. Whilst there are psychiatric and medical convalescence type facilities within the prison, they are not the most conducive to appropriate treatment or for inmates with long sentences.

The Government of Canada has recently enacted new legislation to be tougher on violent offenders. As a result, it is expected that the offender population will increase by over 4,000. Over the next three years, CSC will implement a phased approach to manage the anticipated population growth. *Phase One* involves the installation of temporary accommodation measures (namely, double-bunking) in selected institutions and cells which will be completed in 2012-2013. *Phase Two* involves the construction of new living units within existing institutional perimeters with targeted completion in 2014.

(c) HONG KONG (CHINA)

The challenges facing the Correctional Services Department of Hong Kong (China) include:-

- ***Operating in not purpose-built facilities or outdated facilities***

Eight out of its 29 correctional facilities have been serving more than 40 years which are either outdated or not purpose-built. For example, the Cape Collinson Correctional Institution was formerly a military camp whilst the Hei Ling Chau Addiction Treatment Centre was a leprosarium. The outdated buildings not only hamper operational efficiency and prison security, they also limit the scope of on-site expansion for service enhancement (for example, IT system compatibility problems).

- ***Finding new sites to build new facilities***

A major problem for the Correctional Services Department of Hong Kong (China) is site selection for redevelopment. In Hong Kong (China), developed land accounts for about 25 percent of its total land area. Hence, there is a shortage of land to meet competing demands for residential, commercial and government development. This is a major challenge as community members generally do not want correctional facilities to be built in their residential areas. In addition, when choosing a suitable site for prison constructions, factors such as public transportation, access to courts

and medical facilities, as well as the provision of gas, electricity, water and telephone lines, are important considerations.

Due to competing demand for land and infrastructure issues, Hong Kong (China) has decided that the best option is to re-develop existing facilities. It has been collaborating with other countries such as Singapore, the United States and Korea to adopt new ideas for prison design and construction.

The presentation from Hong Kong (China) showcased the Lo Wu Correctional Institution redevelopment project as a major and successful example of facility renewal and the importance of community partnership. The redevelopment project is part of an ongoing initiative undertaken by the Correctional Services Department of Hong Kong (China) to upgrade its custodial and rehabilitation facilities to contemporary standards by implementing its *Correctional Services Integrated Management (CSIM) Model*.⁶ The CSIM Model incorporates people orientation, operational efficiency, economy of scale, resource management, greening concept and community networking.

The Lo Wu Correctional Institution redevelopment project commenced in 2007 and was completed in 2010 at a cost of US\$195.4 million to accommodate 1,400 prisoners of medium and minimum security categories.⁷

(d) FIJI

Since 2005, the Fiji Corrections Service has made huge renovations to 90 percent of its correctional facilities. This included replacing the sanitary bucket system in cells with new toilet facilities at its Medium Correction Centre (2005), the Labasa Correction Centre (2007) and the Ba Correction Centre (2008). It is anticipated that the Levuka Correction Centre will be upgraded by 2013.

Other improvements in Fiji include the following:-

- Relocating the Taveuni Correction Centre to a new facility with self-contained accommodation for 50 inmates, a new kitchen and dining hall, and a new office block for staff.⁸
- The old Women's Corrections Centre has been upgraded to include a new coffee shop and a small conference centre. New toilet facilities have also been installed.

⁶ The CSIM Model originates from the Correctional Services Department of Hong Kong (China)'s philosophy of "Caring for People, Caring for Environment and Caring for the Community" which stems from its Vision, Mission and Value Statement and Service Motto.

⁷ It has a site area of 52,753 square metres and gross floor area of 68,633 square metres. There are 13 building blocks of one to four storeys for 1,400 penal places (medium and minimum security).

⁸ The old Taveuni Corrections facility consisted of a single block with a dormitory for ten inmates.

(e) INDIA

In India, outdated correctional facilities and prison overcrowding are the main challenges. India is undergoing significant prison reform and is seeking to collaborate with partners to assist them in this initiative.

(f) INDONESIA

The legislation in Indonesia requires that the treatment of prisoners is based on their age, sex, sentence and treatment needs. For example, a number of prisons have been constructed to provide for the treatment and rehabilitation of drug offenders. The challenge for the correctional department of Indonesia is to provide accommodation and infrastructure in its correctional facilities which meet the respective needs of its inmates, in particular, female offenders, juveniles, elderly inmates and those with physical disabilities.

(g) VIETNAM

Like other jurisdictions, many prisons in Vietnam are outdated and were built during the war. However, over the last few years, the Vietnamese government has been proactive in improving and rebuilding a number of its prisons.

3. COMMUNITY ACCEPTANCE

By their very nature, prisons are 'closed'. However, for a number of reasons, it is also generally accepted that prisons should become more integrated with local communities. Prison staff are members of the community and most prisoners will be released at some stage. The local community also has an obvious interest in the safe, secure and humane operation of the facility. In addition, subject to appropriate security assessments, prisoners may undertake activities outside the prison, such as community work or employment training. However, it is common for community members to feel some concern at the prospect of a prison opening in the area. It is therefore important to engage with local communities when new prisons are being planned.

During the session, delegates provided information on how they consulted with local communities to build acceptance and support for the construction of new correctional facilities in their areas:-

(a) JAPAN

Japan has a strong relationship with its community members. This is because institutions are built in consultation with community members in the area to ensure that the local legislation, history, culture and environment are respected and adhered to. The public consultation process includes holding discussion sessions and local explanatory meetings

during the planning phase. The Corrections Bureau of Japan also relies on community members to assist in the treatment, rehabilitation and reintegration process of its inmates.

Thus, every effort is made during the consultation process and also during the construction and operation of a new facility to dispel any negative image that community members might have about corrections, and to promote a deeper understanding about corrections and acceptance of inmates.

(b) CANADA

Historically, there has been minimal adverse reaction from members of the public when constructing new *secure* correctional institutions. However, the main challenge is to build and maintain community acceptance (particularly in urban areas) with regards to the construction of residential *open* facilities (such as Community Correctional Centres and housing accommodation for ex-inmates). Public safety is an important issue, and therefore, community members are provided with statistics to show that risk of escape is minimal. However, choosing the ideal site for new facilities is generally based upon the availability of existing resources.

The Minister of Public Safety has, at times, received expressions of interest from municipalities to be informed of future projects to build new institutions. The municipalities view these projects favourably as they generate revenue, employment opportunities and other benefits for the community as a whole.

(c) HONG KONG (CHINA)

Like Japan, public consultation on major prison construction projects is a standard procedure in Hong Kong (China). Public consultation involves public notification of the proposed project and working in collaboration with interested parties, including community members. Information about the project scope, framework, justification, costs and implementation plans are provided to the public by way of presentations, forums, discussions and joint site visits.

Consulting with stakeholders has achieved the following outcomes:-

- Improved efficiency;
- Transparency within both the Government and the Correctional Services Department of Hong Kong (China);
- Public involvement in the projects; and
- Promoting good relationships between the parties concerned.

(d) FIJI

The Fiji Corrections Service currently engages with community members to support the rehabilitation of offenders through volunteer programs, sponsorships and employment placement initiatives. During the engagement process, community members are also consulted on any proposals or plans to construct new correctional facilities.

For example, community members were consulted and informed regarding the need to construct a new remand centre. As a consequence, the Suva Remand Centre was constructed next to the Women's Corrections Facility. The Centre is a two-storey building with the capacity to hold 200 remandees.

(e) INDIA

India indicated that society had a moral responsibility to offenders. However, it requires persistence to gain community support for the reintegration of offenders.

(f) INDONESIA

Indonesia views social integration as an important part of an offender's rehabilitation and reintegration process. To achieve this objective, correctional facilities are generally located in towns so that inmates do not feel isolated or 'exiled' from the public.

In order to gain public support for the construction of new facilities, the local government works together with community members on prison construction plans to ensure that community members have a mutual understanding of the corrections department's vision about the social reintegration of inmates and that inmates are part of society.

(g) VIETNAM

In Vietnam, there are two important aspects to building a prison. Firstly, when building a prison, the law requires that security, safety, rehabilitation, education and human rights are factors that must be taken into consideration. Secondly, inmates are generally required to undertake farming activities outside the security fence of prisons.

Thus, the planning and construction of new prisons require public consultation, agreement and acceptance from the local community. For example, when a new prison is to be constructed in remote areas where there is poor or very limited infrastructure, the Prison Directorate will engage with the community members and local authority regarding plans to build amenities such as roads, electricity gridlines and water supply (which would also benefit the local community).

4. ENVIRONMENTAL CONSIDERATIONS

Prisons should be designed and constructed in ways that minimize adverse environmental effects. Different countries will have different needs and priorities, but some obvious examples include the use of solar panels for power, systems for collecting and using rainwater, waste water recycling systems, and design principles and construction techniques which reduce the amount of energy required for heating and cooling.

Prisons must also be built within a budget and governments often impose tight financial limits. This can present some problems in that environmentally-friendly buildings are likely to cost more 'up-front'. Furthermore, even though these additional costs are likely to be recouped over the long term, it is not always easy to persuade governments of this.

In Japan, about 40 percent of total carbon dioxide emissions come from the construction industry. Thus, the design and construction of all national office buildings, including correctional facilities, must comply with the *Standards on Environmental Preservation of Government Facilities*. In addition, the construction of correctional facilities comes under the control of the Ministry of Justice. They are built with the maximum possible environmental consideration based on an action plan by the Ministry of Justice on measures for greenhouse gas emissions reduction for all its operations.

Since 1997, all Federal departments in Canada, including the Correctional Service of Canada (CSC), are required to submit a *Sustainable Development Strategy* to Parliament every three years. The CSC is currently publishing its 2011-2014 Strategy with the key goal of achieving high level of environmental performance at selected correctional institutions by applying the *Green Building Scheme*. The *Green Building Scheme* contains a checklist of five categories to be applied to construction and renovation projects. The five categories include solid waste reduction, green material, energy efficiency, water conservation and sustainable landscaping.

Like Japan and Canada, all correctional facilities in Hong Kong (China) must be designed and constructed in accordance with the relevant laws, regulations and standards for the protection of the environment and conservation of resources. The Environmental Protection Department is responsible for environmental protection matters, planning and impact assessments on the use of air, water, waste, ecology and noise.

During the presentation, the delegate from Hong Kong (China) showcased the Lo Wu Correctional Institution redevelopment project to demonstrate the extensive application of eco-friendly building designs and resources.

During the agenda item session, delegates gave the following examples of how environmental considerations were influencing prison design and construction:-

- (a) **The 'Green Concept'** - India is currently conducting soil and water testing, developing wasteland and tree planting at Anantapura Open Air Jail. In Japan and Hong Kong (China), rooftop gardening helps to keep buildings cool in the summer and provides effective insulation during the winter period. Extensive soft landscaping and green walls are also incorporated to keep buildings cool.

In Japan, the '*green concept*' has been adopted to improve the facade to the prison. For example, the outer walls of Fuchu Prison and Chiba Prison were renovated to improve the landscape of the surrounding areas. In addition, there are sidewalks, public benches, footlights and grassed areas around the perimeter walls. This project has boosted the image of both prisons in the respective townships.

- (b) **Using solar energy** by installing photovoltaic panels for electricity generation. Power is generated by using solar cells that convert solar light directly into electricity. As the system produces clean energy without greenhouse gas emissions, Japan and Hong Kong (China) will continue to use this system actively.

In Japan, a solar power system was first installed at a correctional facility in 2003. Renewable energy is extensively adopted at Lo Wu Correctional Institution in Hong Kong (China) with the installation of 225 photovoltaic panels.

Canada's northern climate requires continuous and proven methods of heating and cooling. It is currently piloting projects to explore renewable energy sources (such as solar photovoltaic and wind power). Solar panels have been installed to obtain hot water for showers, laundry and dishwashing.

- (c) **Motion/daylight sensors and LED lighting** – The use of light-emitting diodes (LED) and sensors (for example, in toilets and stairwells) have made substantial contributions to energy saving and the reduction of gas emissions.

- (d) **Water conservation techniques:** – Some examples include:-

- Recycling treated rainwater and drainwater for flushing toilets and irrigation. This has promoted efficient use of water resources. For example, in Hong Kong (China), recycled water from the Sewage Treatment Plant at the Lo Wu Correctional Institution is used for flushing toilets in staff barracks. In Vietnam, the Government has recently approved and implemented projects to set up sewage treatment plants in prisons.
- Installing water-saving plumbing fittings.

- (e) **Skylights** - In Hong Kong (China), full use of natural light is obtained by maximising window openings and installing skylights. Similarly, in Indonesia, prisons are designed to maximise the use of natural light.

- (f) **Light shelves** – A light shelf is a horizontal light-reflecting overhang which is usually placed outside windows of a building. It has a high-reflectance upper surface which reflects daylight deeper into a room. Light shelves are used in Japan as they provide

natural brightness into rooms and offices, and thus reduce the need for artificial lighting.⁹

- (g) **Shared facilities** - In Hong Kong (China), institutions have been designed with shared facilities (such as centralised hospital units, kitchen, laundry, visit units). This maximises the use of resources and allows the effective deployment of staff.
- (h) **'Cool Air Plenum' design** - In Hong Kong (China), using 'Cool Air Plenum' design¹⁰ with vent shafts and wind towers has enhanced the natural ventilation and air flow to all dormitory blocks.
- (i) **Stack ventilation** - Japan uses *stack ventilation* design to ventilate a building that is hotter or colder on the inside than outside. This is known as the "*stack effect*" or the "*chimney effect*".

Due to temperature difference, the air inside the building is either more or less dense than the air outside. If there is an opening at the top of the building, and another opening towards the bottom of the building, a natural flow will be caused. If the air in the building is warmer than the outside, this warmer air will flow out through the top opening, and replaced with the cooler air from outside. If the air inside is cooler than that outside, the cooler air will flow out through the low opening, and replaced with the warmer air from outside.

- (j) **Geothermal heat pump trench** – This system is being used in Japan and Canada. The system utilises geothermal energy stored within the earth for heating buildings in the winter (earth as a heat source) and as heat rejection in summer (earth as a heat sink). The air is pumped through a narrow ditch under the floor called a 'trench', making use of the temperature variance in the earth to supply cool air in the summer and hot air in the winter.

This design takes advantage of the moderate temperatures in the ground to boost efficiency and reduce operational costs of heating and cooling systems, and may be combined with solar heating to form a geosolar system with even greater efficiency.

- (k) **Ice thermal storage tanks** - These storage tanks can store renewable energy (like inexpensive night-time electricity) in the form of ice for use during peak demand periods. Cooling with ice, thermal storage can be the most cost-effective system to cooling offices and buildings. These systems are environmentally friendly because they help lower energy consumption and reduce greenhouse gas emissions.

These storage systems have been installed at offices at some correctional institutions in Japan.

⁹ Alternatives to light shelves for window daylighting include blinds and louver systems, both of which can be interior or exterior.

¹⁰ The plenum is the space that can facilitate air circulation by providing pathways for natural ventilation. Space between the structural ceiling and the dropped ceiling or under raised floor is typically considered plenum.

5. SECURITY, SAFETY AND CONTROL

Good modern prison design combined with the use of modern technologies can offer significant benefits in terms of security and control. For example, cameras combined with electronic and microwave systems can improve perimeter security and the movements of prisoners and staff within the prison. The movement control options include the use of 'swipe cards' to gain access to different parts of the prison and the use of Global Positioning Systems (GPS) or other tracking devices. Obviously, the relevance of such technologies will vary between different prisons according to the security and safety risks posed by prisoners.

These technologies will involve significant up-front cost and also ongoing maintenance and upgrade expenditure. However, at least in the larger prisons, they are likely to result in longer term efficiencies and savings. They can also help to free custodial staff from some of their traditional 'security' roles and allow them to undertake more positive work with prisoners.

During the conference session, delegates provided examples of modern security, safety and control technologies which were being applied in new prisons.

(a) JAPAN

In Japan, all correctional facilities are designed in a way which prevent opportunities for escape and which provides suitable zones which meet the needs of inmates and for the staff to perform their duties. In addition, the following devices have been installed in recent years to ensure security, safety and control in correctional facilities:-

- *Key management devices* – The pass lock keys used by corrections staff are managed by a key box located in the control room. The key box makes use of biometric identification for the management of the keys when used or stored.
- *Biometric devices* – In addition to pass locks, biometric devices have been installed at certain entry and exit points to manage prison staff movements and to reduce opportunities of escapes by inmates. These devices are installed at restricted areas and are used for record management purposes.
- *Mobility management* – Static detection sensors are used to detect the behaviour of inmates (for example, those who are at risk of self-harm) by sending alarm alerts to prison staff via mobile telecommunication systems.
- *Watch camera* – This saves prison officers' time and energy as they can conduct surveillance operations in a monitor room by viewing footage (sound and visual recordings) captured by cameras located around the correctional facilities. In addition, the surveillance operations can also be conducted in conjunction with emergency and mobility management operations as the equipment are linked with one another.

- *Inmate call-ups on intercom and Personal Handy-phone Systems (PHS)*¹¹ - The intercom system enables prison officers to call inmates from the intercom base phone at their respective station. From the intercom base phone, the officer can make calls to the PHS, or call inmates at an assigned area, either individually or as a group. The PHS support surveillance operations as they can receive emergency calls or signals.

(b) CANADA

Canada uses a number of security electronic systems which include the following systems:-

- Double-fenced perimeter with Motion Detection System between fences, and Fence Detection Systems on the inner fence. The two systems are used to detect an inmate who is attempting to escape by climbing over the fences.
- A pilot project is currently being conducted at two institutions on the use of perimeter radar system together with infrared and traditional video cameras to detect and track individuals coming from outside the perimeter to throw contraband items over the fences.
- Digital Closed Circuit Television (CCTV) systems have also been installed throughout the prisons which provide high quality video footage that can be used as evidence in court, if necessary.
- The use of swipe cards to gain access to different parts of the prison and the use of GPS tracking devices.

Canada is currently exploring ways to integrate all electronic security systems within a central command point.

(c) HONG KONG (CHINA)

Modern security, safety and control systems have been installed at correctional facilities such as:-

- *Integrated Security System (ISS)* which consists of electro-mechanical door lock, intercom and CCTV cameras. This has resulted in efficient use of staff manpower by re-deploying them from gate-manning duties to perform greater value for money duties such as direct supervision of inmates, intelligence gathering work and prison patrol. For example, at the Lo Wu Correctional Institution, the ISS is used for 380 gates and doors.

¹¹ The PHS (Personal Handy-phone System) is essentially a low-powered wireless phone technology developed in Japan which is different from other cellular phone technology as it has the capability to handover from one cellular network to another. PHS cells are small and some can range to about two kilometres line-of-sight. It can be used even in subway stations or underground arcades because cell stations are relatively small and can be installed easily. PHS has been deployed in Japan since mid-1990's, and is now also in China, Taiwan and Thailand. Today, PHS is considered as low-cost data communication service rather than voice phone in Japan.

- *Burglar Alarms*
- *Intrusion Detection systems*
- *CCTV Surveillance System.* For example, there are about 1,570 CCTV cameras at the Lo Wu Correctional Institution which provide extensive surveillance coverage at workshops, dormitories, dayrooms and dining halls. The centralised Control Room for the three zones further enhances operational efficiency and security management. For safety and logistic arrangements, and for the deployment of reinforcement during an emergency, covered sky bridges and tunnels have been constructed to link up the three zones.

Furthermore, the Correctional Service Department of Hong Kong (China) is currently exploring new technologies for operational and security enhancement, such as:-

- Radio Frequency Identification Technology for the management of keys, weapons and equipment
- Integrating Biometric Authentication Solution to record staff's entry and exit
- Vehicles Under-part Surveillance system
- Use of Body Scanners to conduct rectal search on prisoners
- Mobile phone detectors

(d) FIJI, INDIA, INDONESIA AND VIETNAM

Fiji and Indonesia have CCTV cameras installed in their prisons. In Vietnam, the installation of security, safety and control systems in prisons have been limited due to financial constraints. However, Vietnam recognises that when constructing new correctional facilities, it is important to allocate sufficient funds to install systems such as CCTV, scanning machines and mobile phone jammers.

In Indonesia, signal scramblers are used in prisons to detect the use of mobile phones by inmates. To monitor and control staff movements and to restrict their access to certain areas in prisons, staff members are issued with access cards.

India has a five-year plan to build 162 new prisons. Its current prisons are equipped with body scanners and metal detectors.

6. MEETING DIVERSE CORRECTIONAL NEEDS

The goals of modern correctional philosophy include rehabilitation and reintegration back into the community. However, discussions at recent APCCA conferences have noted that the profile of prisoners is becoming more complex. In most countries there are now more female prisoners, more elderly prisoners, more prisoners with serious mental health issues, more prisoners with physical disabilities and more foreign

prisoners. There are also more prisoners with severe drug problems, violent criminal records, gang affiliations and terrorist links.

In this report, Agenda Item 7 focuses on issues relating to the management of a more complex cross section of prisoners. However, as facilities should be planned to meet current and future needs, it is also important to consider how such needs are being reflected in prison design. For example, some Japanese correctional facilities now include specific provision for people with mobility problems caused by age or disability. Prison designs in Australia, Canada and New Zealand are drawing increasingly on the input of Indigenous peoples.

During the session on Agenda Item 2, delegates discussed measures that were being taken in the design of new prisons to reflect the specific needs of diverse groups of prisoners. In summary, they include the following strategies:-

- (a) Prisoners who are violent or at risk of suicide or self-harm, are generally placed in protection cells that are equipped with CCTV cameras for monitoring. The cells contain sinks, toilets and bedding that limit opportunities for suicide or self-injury.
- (b) In Japan, prisoners who are loud or abusive are placed in sound-proofed cells with CCTV cameras. Perforated panels are used in ceilings to improve sound absorption.
- (c) The increase in the number of ageing prisoners has called for the need to provide facilities to cater to their needs. Catering for the needs of prisoners with physical disabilities is also an important issue. As a matter of policy, the Correctional Service of Canada provides one percent of bed capacity for persons with mobility disabilities and all institutions comply with universal accessibility standards.

In 2008, 14 percent of Japan's total prisoner population were aged over 60 years. To address this issue, efforts have been made to meet the needs of the elderly prisoners by installing handrails in cells and bathrooms, providing ergonomically-designed beds, designing rooms which are wide enough for wheelchair access, and kitchens designed to suit their needs. The cells are generally located near frequented areas. Similarly, in Canada, ramps and elevators have been installed in institutions to enable those using wheelchairs and walkers to access critical areas.

- (d) A number of jurisdictions reported that their prisons have been designed to provide separate units for female prisoners, juveniles, foreign prisoners, prisoners on remand and serious offenders.

In Hong Kong (China), institutions for juveniles have more classrooms and exercise yards, whilst institutions for female prisoners provide baby-care facilities and nursery wards. All designs are also flexible enough to be modified due to the changing offender population and profile.

The prisons in Fiji currently do not provide facilities for inmates with disabilities. However, pursuant to the *Fiji Corrections Act 2006*, the Women's Corrections Facility was constructed to accommodate prisoners with their babies in a home-like

setting. In India, children up to the age of four or six years are allowed to reside with their mothers.

- (e) In Canada, the significant over-representation of Aboriginal offenders within the federal correctional system has required the need to provide cultural and spiritual services; tailoring Aboriginal-specific programs; and the construction of Healing Lodges and Pathways units. Canada also supports spiritual and dietary practices of offenders with other cultural and religious affiliations.
- (f) A number of jurisdictions provide in-house psychiatric, psychological and medical services, with access to those services in the community for those needing a higher level of care.
- (g) In Indonesia, some prisons provide facilities to provide therapy and rehabilitation for drug offenders.

7. CONCLUSION

It is evident from the presentations and written papers that the design and construction of new correctional facilities must take account of a wide range of considerations. These include:-

- Meeting the objectives of modern corrections (such as security, safety, rehabilitation and re-integration)
- Addressing environmental and social concerns
- Taking account of the changing profile of the prisoner population
- Consulting with stakeholders including community members
- The availability of funding

The cost of building a new prison is very high, let alone the cost of installing modern security/monitoring systems and incorporating facilities to meet the needs of different types of prisoners. More often than not, many correctional departments have to provide strong justification to their governments to spend huge amounts of money upfront, in order to achieve the goal of providing a secure and safe prison which meets the needs of the prisoners and which addresses environmental, social and community concerns.

As detailed above, the efforts and achievements by Japan, Canada and Hong Kong (China) in constructing prisons are laudable as they take into consideration environmental issues, community/stakeholder engagement, new security and monitoring systems, and provide facilities that endeavour to meet the different needs of its prisoners.

During the session, delegates expressed the benefits they have received when visiting prisons during the conference week. The ability to see the physical environment and logistics of each prison and to discuss issues with other delegates, provide valuable information and ideas for planning and constructing prisons. Thus, it is important that prison visits should continue to be an integral component in future APCCA conference programs so that delegates may keep abreast of new changes to technology, systems and designs in prison construction.

AGENDA ITEM 3

INTERNATIONAL COLLABORATION: INTERNATIONAL PRISONER TRANSFERS

1. INTRODUCTION

APCCA presents a unique opportunity for senior prison administrators to share issues, initiatives and achievements with fellow administrators from a wide range of countries. It is clear that despite the vast regional differences, many of the issues are similar. There is therefore scope for international collaboration across a number of areas.

On the general topic of regional collaboration, delegates to the 2010 conference identified three key areas for discussion at the conference in 2011: international prisoner transfers; training and executive development opportunities; and sharing best practices.

However, during the conference in Tokyo, the PowerPoint presentations delivered by Japan, Hong Kong (China), Korea and Malaysia focussed on international transfers of prisoners. Written papers were also submitted by Canada, Fiji, India and Vietnam. This Agenda Item focuses on the presentations and discussions regarding international transfers of prisoners.

2. FOREIGN PRISONERS: NATIONALITY AND OFFENCE TYPES

Due to the rapid advance in globalisation and ease of international travel, the number of foreign national inmates being incarcerated in prisons in the Asia-Pacific countries has increased. It is common practice for Corrections Departments to accommodate and manage foreign prisoners from all parts of the world who have different cultural, language and religious backgrounds.

(a) JAPAN

In 2010, out of a total prisoner population of 64,883, about 3,060 (or 4.7 percent) are visiting foreign national inmates. The majority of them are males from China, Iran and Brazil. The remainder of the male inmates hail from Korea, Vietnam, Philippines, Peru, Columbia, Nigeria and Thailand. Most of the female foreign inmates come from China, Philippines and Korea whilst the remainder originate from Iran, Brazil, Vietnam, Peru, Thailand and Columbia.

The main offences committed by the foreign inmates are (in descending order) theft, robbery causing death or injury, injury, robbery, counterfeiting of documents, securities, electromagnet record of payment cards/seals. Other special act offences include violations against the laws on drugs, immigration, and road traffic.

(b) HONG KONG (CHINA)

As at 30 June 2011, there were 1,190 foreign prisoners under the management of the Correctional Services Department of Hong Kong (China) which represented 12.3 percent of the total penal population of 9,673. Of the 1,190 foreign prisoners, 787 were males¹² and 403 were females.¹³ It is interesting to note that over the past 10 years, the total penal population has decreased by 17.1 percent,¹⁴ but during the same period, the total number of foreign prisoners has increased by 65.8 percent.¹⁵

The largest proportion of foreign prisoners come from Vietnam (21 percent or around 250 prisoners) whilst Indonesian accounts for 12 percent (around 140). Other nationals include people from Pakistan (119), Philippines (101), Taiwan (84), Malaysia (62), Tanzania (43), India (42), Thailand (40), Bangladesh, Colombia, Nigeria, Guinea, Mongolia, Canada, Mozambique, Nepal, Peru, Paraguay, Russia, Republic of Serbia, South Korea, Venezuela and Zambia.

In 2010, the most common types of offences committed by foreign prisoners were serious drug offences, followed by offences regarding immigration matters and burglary, theft and handling stolen goods. Other offences include violent crimes against the person or property, fraud and forgery, and breaches of conditions of stay.

(c) KOREA

As at June 2011, Korea reported that it had 1,289 foreign inmates from 47 countries. The majority came from China (55 percent or 704 inmates), followed by Taiwan (128 inmates), Vietnam (95), Mongolia (46), United States (39) and other countries (277).

The most common types of crimes committed by foreign inmates were embezzlement (20 percent), homicide (18 percent), fraud and robbery.

(d) MALAYSIA

At any given time in Malaysia, 20 to 25 percent of prisoners are foreign nationals. Many are short term prisoners so they are an even higher proportion of all admissions. In 2010, the Malaysian prison system had a total of 57,861 foreign inmate admissions

¹² 66.1 percent.

¹³ 33.9 percent.

¹⁴ This equates to an annual average of 2.1 percent over 10 years. The total penal population in 2001 was 12,054, but this decreased to 9,988 in 2010.

¹⁵ This equates to an annual average of 5.8 percent over 10 years. There were 714 foreign prisoners in 2001, but increased to 1,184 in 2010.

(around 50 percent of admissions). The majority came from Indonesia (31,014 or 53 percent), followed by the Philippines (6,285 or 11 percent) and Thailand (2,696 or 5 percent). The remaining 17,866 foreign inmates (31 percent) came from countries such as Myanmar, Bangladesh, Vietnam, India, Nigeria, Pakistan, Iran, Nepal, Kampuchea, China, Singapore, Sri Lanka and Peru. The most common types of offences committed by the inmates were offences against the *Immigration Act*, *Dangerous Drugs Act*, the *Penal Code*, *Firearms Act* and *Maritime Act*. No foreign inmates have been transferred yet as new legislation to provide for the transfer process is in the pipeline.

(e) FIJI

Fiji reported that it had 11 foreign nationals in its correctional system including three from China, two from India, and one each from Singapore, Mexico, Honduras, Kiribati, Tuvalu and Switzerland.

(f) INDIA

According to its 2009 statistics, India reported that there were 5,047 foreign inmates in its prisons of which:-

- 2,042 were foreign convicts (1,784 males and 258 females)
- 2,896 were foreigner undertrials (2,470 males and 426 females)
- 109 were foreigner detainees (108 males and one female)

The majority of the foreign inmates came from South-East Asian and African countries and were involved in drug trafficking, customs violations and Foreigner Orders violations. Other offences include murder and robbery. India noted that a large number of the foreign inmates were victims of human trafficking and came from low socio-economic countries.

3. AIMS, POLICIES AND CHALLENGES

The international transfer of prisoners is a complex and sometimes controversial topic and every year at the APCCA, countries report on developments in this area as part of Agenda Item One. However, the issue has not been the subject of detailed debate since 2001 when the conference was hosted by Thailand.

In facilitating the transfer of foreign prisoners, it is worth noting that the *Council of Europe Convention on the Transfer of Sentenced Persons* (also known as the Strasbourg Convention, 1983) refers to modern trends in crime and penal policy. The Council stated that¹⁶:-

¹⁶ Please see <http://conventions.coe.int/Treaty/en/Treaties/Html/112.htm>

“In Europe, improved means of transport and communication have led to a greater mobility of persons and, in consequence, to increased internationalisation of crime. As penal policy has come to lay greater emphasis upon the social rehabilitation of offenders, it may be of paramount importance that the sanction imposed on the offender is enforced in his home country rather than in the State where the offence was committed and the judgment rendered. This policy is also rooted in humanitarian considerations: difficulties in communication by reason of language barriers, alienation from local culture and customs, and the absence of contacts with relatives may have detrimental effects on the foreign prisoner. The repatriation of sentenced persons may therefore be in the best interests of the prisoners as well as of the governments concerned.”

The transfer of foreign prisoners is a complex issue. This is shown by the fact that very different views are found across the Asia-Pacific region:-

- Some countries have been opposed in principle to international transfer, taking the view that prisoners should serve their sentences where they are convicted.
- Other countries strongly support the principle of international transfer and some have very actively pursued transfer arrangements.

Questions relating to international transfer are formally the responsibility of the legal affairs and foreign affairs departments in the various countries rather than correctional departments. However, it is correctional departments which must house and provide for the health and welfare needs of foreign prisoners, and this can create practical, financial and political pressures. Corrections departments now face different types and degrees of challenges in managing foreign prisoners and in eliminating the difficulties that foreign prisoners encounter during their sentence.

The challenges identified during the session include the following:-

(a) Managing foreign inmates with different languages, customs, traditions, life styles, food requirements and religious backgrounds

As indicated above, due to the ease of global travel, foreign prisoners incarcerated in the Asia-Pacific region come from all over the world. For example, Hong Kong (China) and Korea had foreign prisoners from 53 and 47 countries, respectively. It is not an easy feat to manage foreign prisoners who speak different languages and have different religious, cultural and dietary needs. In addition, Malaysia stated that cultural and linguistic differences amongst prisoners may, to a certain extent, have contributed to misunderstanding, hostility and violence.

To resolve the above issues, in some countries, corrections departments have engaged prison staff with the relevant language skills to communicate with the foreign prisoners.

Others have endeavoured to provide food in accordance with their religious requirements.

(b) Costs associated with increase in the number of foreign prisoners

In Malaysia, it was recorded that in some of its prisons, about 35 percent of its prison population were foreign prisoners (the majority were from Indonesia). Between 2007 and 2010, the number of foreign prisoners in Malaysia fluctuated between 82,287 (in 2007) and 57,861 (in 2010). In addition to having to manage the huge volume of foreign prisoners, Malaysia also had to manage prisoners with different ethnic, cultural, language and religious backgrounds from at least 18 countries.

As experienced in Malaysia, having a very high number of foreign prisoners can impose huge financial demands on the country. Logistically, more prisons have to be constructed to accommodate them, and more corrections staff have to be employed with appropriate skills to interact and manage a multi-cultural group of prisoners.

(c) Tax payers' concerns

During discussions, delegates commented that tax payers had raised their concerns about the justification and cost of rehabilitating foreign prisoners, particularly if they were eventually transferred back to their home country.

(d) Limited or lack of contact with family members

Foreign prisoners generally do not have any contact or have insufficient contact with family members and friends. Prison visits are limited due to geographical distances and also, many families cannot afford to pay the travel costs. Thus, corrections departments have endeavoured to provide opportunities for foreign prisoners to maintain contact with their family members and friends by telephone, internet and mail.

In some instances, foreign prisoners do not want their families to know that they are in prison due to shame and stigma placed on them and their families.

(e) Rehabilitation and reintegration issues

It is difficult for corrections departments to facilitate foreign prisoners' rehabilitation and reintegration process as they tend not to have sufficient support in the community. In some cases, foreign national prisoners may be deported/removed to their home country under immigration laws. In the latter case, there may not be any reciprocal arrangements between the two countries for parole supervision.

The Correctional Services Department of Hong Kong (China) has implemented a number of initiatives and strategies to manage its foreign prisoners and also to assist these prisoners to overcome their difficulties:-

- Between August 2010 and January 2011, about 3,340 long distance telephone calls were made by foreign prisoners to ensure that they maintain regular contact with their families.
- Counselling services are available to foreign prisoners.
- Arrangements have been made with NGOs and religious groups to provide a range of services such as cultural activities and religious services.
- Publication of *Prisoner Information Booklets* in 26 foreign languages. This initiative has been very successful and positive as an effective means of managing and communicating with foreign prisoners.
- Launching of diversity and equality training programs for corrections staff to understand the different cultures and traditions.
- In conjunction with the University of Hong Kong and the Chinese University of Hong Kong, tailor-made language training courses are provided to corrections staff in Nepalese, Urdu, Punjabi and Vietnamese.

The presentations, discussions and written papers reveal that many of the countries in the Asia-Pacific region support the international transfer of foreign prisoners for the following reasons:-

- The sentenced prisoner serve their sentence in an environment which is free from cultural and language barriers.
- Being in the home country enables them to maintain regular contact with their families and friends during their incarceration period. Family and community support is conducive to their rehabilitation, reintegration and eventual release into the community. Prisoners are able to attend vocational training and rehabilitation programs, and be supervised on parole, in their home country.
- Reduces the costs associated with accommodating and managing foreign prisoners.
- Alleviates issues related to prison overcrowding in countries where there is a high number of foreign prisoners.
- Serves to appease the concerns of tax payers.

4. LEGISLATION, TREATIES AND AGREEMENTS

Before a foreign sentenced prisoner can be transferred to his/her home country, there are some legal and legislative prerequisites to be satisfied. The first step is to enact domestic legislation in order to facilitate the transfer arrangements. The second step is the signing of a transfer agreement with the foreign country. The transfer agreement may take the following forms:-

- **Multilateral agreements:** Multilateral agreements such as the *Council of Europe Convention on the Transfer of Sentenced Persons* (also known as the “Strasbourg

Convention")¹⁷ are legal agreements involving a number of countries, all bound by essentially the same conditions.

The *Strasbourg Convention* was drawn up within the Council of Europe by a committee of governmental experts under the authority of the European Committee on Crime Problems. It was opened for signature on 21 March 1983 in Strasbourg. The purpose of the Convention is to provide "a simple, speedy and flexible mechanism for the repatriation of prisoners".

- **Bilateral agreements:** Bilateral agreements are agreements between two countries, and may include specific provisions relevant to the two countries.

Countries that have bilateral agreements with the *Central People's Government on Consular Protection* currently include Australia, Cambodia, Canada, Hong Kong (China), India, Italy, Japan, New Zealand, Russia Federation, the United Kingdom, the United States of America and Vietnam.

- **Ad hoc agreements:** In the absence of a bilateral or multilateral agreement, the respective countries may enter into an *ad hoc* agreement to facilitate the transfer process (for example, in Hong Kong (China)).

During the session, delegates discussed the formalities and legislative steps that were undertaken in order to develop and implement the international transfer of foreign prisoners:-

(a) JAPAN

Japan is a member of two prisoner transfer treaties:-

- Following an invitation by the Council of Europe, Japan became a member of the *Convention on the Transfer of Sentenced Prisoners* in June 2003.
- Between 2005 and 2010, negotiations took place between Thailand and Japan which resulted in a bilateral treaty called the *Transfer of Sentenced Persons and Co-operation in the Enforcement of Sentences* coming into effect in August 2010.

To secure the implementation of both treaties, the *Act on the Transnational Transfer of Sentenced Persons (Act No. 66 of 2002)* was enacted in 2002. The transfer of foreign prisoners is managed by the International Affairs Section, Prison Service Division, Corrections Bureau of the Ministry of Justice of Japan, in liaison with the Ministry of Foreign Affairs. Japan is currently negotiating with China, Iran and Brazil with the aim of entering bilateral treaties.

As at July 2011, 192 prisoners had been transferred from Japan to 18 countries. They include the Netherlands (42), Britain (36), United States of America (24), Canada (23), South Korea (17), Germany (12), France (9), Israel (6), Spain (6), Austria, Poland, Italy,

¹⁷ Detailed information about the *Convention on the Transfer of Sentenced Persons* can be found at: <http://conventions.coe.int/Treaty/en/Treaties/Html/112.htm>

Portugal, Australia, Ireland, Greece, Sweden and Norway. As at July 2011, Japan had accepted one prisoner each from the United States and South Korea.

(b) HONG KONG (CHINA)

In Hong Kong (China), the *Transfer of Sentenced Persons Ordinance, Cap 513* of the Laws of Hong Kong forms the legislative framework for implementing the transfer of sentenced persons between Hong Kong (China) and other jurisdictions. Under the Ordinance, requests for transfer applications may be processed either under a standing bilateral agreement, or pursuant to an *ad hoc* arrangement concluded by both sides where there is no such bilateral agreement.¹⁸

The Government is fully committed to playing a full part in international transfer of prisoners and has entered into bilateral agreements with 11 jurisdictions – namely, the United Kingdom (1998), the United States of America (1999), Sri Lanka (1999), Thailand (2000), Italy (2002), the Philippines (2002), Portugal (2004), Macau (China) and Australia in 2006, France (2008) and Belgium (2009).¹⁹

Negotiations are currently being held with Canada, Czech Republic, Israel, Russia, Spain, India and Brazil with the view to concluding bilateral agreements in the near future.

The Central Authority for processing transfer requests is the Department of Justice of Hong Kong. The relevant policy bureau for implementing the *Transfer of Sentenced Persons Ordinance, Cap 513* is the Security Bureau of Hong Kong. Under the legislation, the Chief Executive of Hong Kong approves the issue of transfer warrants.

As at June 2011, there were 46 outward transfers from Hong Kong to Australia, Belgium, Canada, Ireland, Netherlands, Nigeria, Norway, Switzerland, Thailand, Turkey, United Kingdom and the United States. There were 113 inward transfers to Hong Kong from Thailand, United States and Macau (China). Currently, 26 inward transfers²⁰ and 64 outward transfers²¹ are being processed.

(c) KOREA

Korea is a member of the multilateral *European Convention on the Transfer of Sentenced Prisoners* and has transferred prisoners based on bilateral agreements with Mongolia, China, Vietnam and Kuwait. The planning and administration of the international transfer of foreign prisoners is overseen by the International Criminal Affairs Division under the Justice Deputy Minister for Criminal Affairs.

¹⁸ Hong Kong (China) is not signatory to the *Convention on the Transfer of Sentenced Persons*. The Convention adopts a multilateral approach.

¹⁹ Details of these agreements can be found at <http://www.legislation.gov.hk/table5ti.htm>

²⁰ Namely, from Macau (China), Thailand, Philippines, Australia and the United States.

²¹ Namely, to African countries, Philippines, India and other countries.

Korea reported that it was processing a number of transfer applications with respect to the following:-

- 21 Korean nationals held in Japan, the United States and China.
- Eight foreign prisoners from the United States, Japan, Germany, the United Kingdom, Netherlands and Mongolia.

(d) MALAYSIA

In October 2008, the Government of Malaysia gave consent and support for the international transfer of foreign prisoners to be put into action and a new *International Transfer of Prisoners Act* is currently in its final stages before Parliament.

The Malaysian Prisons Department is under the jurisdiction of the Ministry of Home Affairs. When the new legislation comes into force, the Ministry of Home Affairs will be responsible for the implementation of the scheme. The decision to transfer a prisoner will rest with the Secretary General of the Ministry of Home Affairs on the recommendation of a Committee.

The Committee will consist of the Secretary General as chairman, and senior officers from the Ministry of Home Affairs, Prime Minister's Department, Foreign Affairs Ministry, Malaysian Prisons Department, Police and Immigration Department.

(e) CANADA

In Canada, the *International Transfer of Offenders Act (ITOA)* was enacted in 2004 and replaced the *Transfer of Offenders Act 1978*. Over the years, Canada has entered into international transfer agreements with over 111 countries through 16 bilateral agreements and three multi-lateral schemes.

The three schemes are:-

- the *Council of Europe Convention on the Transfer of Sentenced Prisoners*;
- the *Scheme for the Transfer of Convicted Offenders within the Commonwealth*; and
- the *Inter-American Convention on Serving Criminal Sentences Abroad*.

The Minister of Public Safety of Canada is responsible for the administration and decisions taken under the ITOA. However, the Correctional Service of Canada has the delegated authority from the Minister to administer the ITOA, making arrangements for the transfer and associated costs. It processes about 300 applications at any given time, with an additional average of 200 new applications received each year.

The first transfer took place in 1978 when a bilateral agreement was entered into between Canada and the United States. This involved the return of 29 Canadian citizens

and the repatriation of 40 American citizens. By 2011, 1,607 Canadians were transferred to Canada whilst 127 foreign nationals were transported to their country of citizenship.

(f) FIJI

In Fiji, pursuant to the *Extradition Act 2003*, responsibility relating to the transfer of prisoners rests with the Office of the Attorney General. However, the Fiji Corrections Service manages the foreign prisoners during their incarceration period.

The *Extradition Act 2003* allows the extradition from Fiji, of persons wanted abroad for prosecution, to impose and enforce a sentence already imposed by a court. A request for extradition may be made by either by a Commonwealth country, a Pacific Island Forum country, a country which Fiji has a Treaty with, or on an *ad hoc* basis. Fiji currently has bilateral agreements on the surrender of fugitive offenders with Australia, New Zealand, the United States of America and the United Kingdom. Fiji reported that there were a few transfers from Fiji to other countries, but no transfers to Fiji.

(g) INDIA

In India, the international transfer of prisoners is governed by the *Repatriation of Prisoners Act 2003* (which came into force in 2004) and the *Repatriation of Prisoners Rules 2004*. This matter is the responsibility of the Ministry of Home Affairs.

India reported that, to date, its government has signed agreements with the United Kingdom, Mauritius, Bulgaria, Cambodia, Egypt, France, Bangladesh, Korea, Sri Lanka, Saudi Arabia and Iran. Negotiations are being held with Canada, Israel, Hong Kong (China), Brazil and Italy.

(h) VIETNAM

In Vietnam, the *Law on Mutual Assistant Justice 2007* regulates matters regarding mutual assistant justice, crime extradition and prisoner transfers. Bilateral agreements currently exist with Australia, Korea, the United Kingdom and Thailand.

It is interesting to note that the decision to grant or refuse the transfer is made by the provincial courts where the prisons are located. Once the court has agreed to the transfer, the transfer arrangements are made through the Ministry of Public Security and diplomatic channels. This includes matters regarding transfer date, conditions, escort arrangements and costs.

To date, Vietnam has transferred two foreign inmates to Laos and two to France. There are currently two applications under consideration for transfers to the United Kingdom and Korea.

During discussions, some delegates indicated that it can take a few years of research and negotiations before a bilateral treaty is signed between the participating jurisdictions. For instance, in its written paper, Japan stated that discussions regarding a prisoner transfer treaty between Japan and China commenced in 2003. This resulted in a joint Japan-China press statement in 2008 during the Chinese President's visit to Japan whereby both countries agreed to launch negotiations on prisoner transfer treaty. The first negotiation took place in June 2010, and the second is expected to be held in China in the near future.

Having different cultural and criminal systems can also delay the finalisation of a treaty between two countries. For example, since 2007, Japan and Brazil have formed a Working Group to exchange opinions over prisoner transfer and to gather information on common grounds in their respective criminal justice systems. However, an agreement on prisoner transfer has yet to be reached. Since 2008, Japan has been holding discussions with Iran and has conducted research into its criminal justice system, with the aim of entering into a bilateral treaty with Iran.

5. CONDITIONS AND PROCEDURES FOR TRANSFER

(a) BASIC CONDITIONS OF TRANSFER

As discussed above, from a legal and legislative perspective, the transfer scheme can only occur if there is domestic legislation to support it, and an agreement between the two countries (multilateral, bilateral or *ad hoc*).

Article 3 of the *Council of Europe Convention on the Transfer of Sentenced Persons* specifies six conditions which must be satisfied before a sentenced person may be transferred:²²

- (a) the person is a national of the administering State;
- (b) the judgment is final;
- (c) at the time of receipt of the request for transfer, the sentenced person still has at least six months of the sentence to serve or if the sentence is indeterminate (in exceptional circumstances, the parties may agree to the transfer even if the time to be served by the sentenced person is less than that specified in this paragraph (c));
- (d) the transfer is consented to by the sentenced person or, where in view of his age or his physical or mental condition one of the two States considers it necessary, by the sentenced person's legal representative;
- (e) the acts or omissions on account of which the sentence has been imposed constitute a criminal offence according to the law of the administering State or would constitute a criminal offence if committed on its territory; and

²² For more details, please see <http://conventions.coe.int/Treaty/en/Treaties/Html/112.htm>

- (f) the sentencing and administering States agree to the transfer.

During discussion, delegates provided information on the various conditions stipulated in the domestic legislation and agreements that have to be met before the transfer can occur. Whilst there are some differences between the countries, the following seven basic conditions must be met before the transfer of the prisoner can take effect:-

- (i) Dual criminality of offence. In other words, the criminal act for which the sentence was imposed in the transferring country must also constitute a criminal offence in the receiving country.
- (ii) Both countries and the sentenced person must agree/consent to the transfer.
- (iii) The sentenced person is a national of the receiving party. However, it is interesting to note that when implemented, Malaysia's new *International Transfer of Prisoners Act* will also transfer a prisoner who has community ties with the receiving country.
- (iv) The sentence imposed is one of imprisonment or involves deprivation of liberty in an institution. For example, in Canada, special transfers or administrative arrangements may be made for mentally disordered persons. In India, the sentenced person will not be transferred if death penalty has been awarded to the sentenced person in the transferring state.
- (v) The judgment is final and no further proceedings are pending with regard to the sentenced person.
- (vi) The receiving party would usually undertake the continued enforcement of the sentence as if the sentence had been imposed in the receiving country.
- (vii) Usually, the receiving party bears the transfer costs of the sentenced person. In Hong Kong (China), the receiving party may seek to recover such costs from the sentenced person. In Vietnam, the costs may be shared between the countries involved.

In addition to the above, Malaysia's new laws will impose a condition that at least six months of the prisoner's sentence must remain outstanding at the time of the transfer process.

(b) PROCEDURE FOR TRANSFER

From the presentations and discussions, the transfer process generally commences as follows:-

- The eligible foreign prisoner makes an application to the responsible authority/Minister for a request to be transferred to his/her home country.
- If there are no objections, the transferring party will notify the receiving party of the request, and will provide the requisite information about the sentenced person (for example, the nature of the offence, the sentence imposed, statement of facts and the relevant legislation creating the offence).

- If there are no objections, the receiving party will respond by confirming that the various conditions (discussed above) for the transfer have been satisfied.
- The sentenced person signs a statement giving his/her formal consent to the transfer in the presence of a witness (for example, a lawyer, notary public or Consul).
- Transfer arrangements and transfer date are then made. In Hong Kong (China), a warrant for transfer is issued. In Japan and India, the transfer of the sentenced person is concluded when he/she is physically handed over to representatives from the receiving country, at the international airport of the transferring country.

It is evident from the presentations and discussions that the process of transferring sentenced persons do not occur automatically or swiftly. The transfer procedure involves lengthy negotiations between the responsible Ministers (and senior officers) from the receiving and transferring countries, and satisfaction of the conditions set out in the respective domestic legislation and existing agreements. During the conference session, delegates agreed that it would be beneficial to all participating parties if the transfer procedure could be simplified and be finalised within a shorter time frame.

6. CONCLUSION

Some jurisdictions such as Malaysia has indicated that the high number of foreign prisoners in their prisons has contributed to prison overcrowding and increased costs. Delegates agreed that in transferring the foreign prisoner to his/her home country, the prisoner would be able to maintain contact with family members and friends who can support his/her rehabilitation and reintegration into the community. However, it was acknowledged that the finalisation of the transfer process can be a time consuming affair as the participating countries may have to resolve a number of legal and cultural differences. This requires research and ongoing negotiation between the parties before an agreement can be reached.

It is clear from the presentations and discussions that the number of foreigners held in prisons will continue to grow over the years to come due to the ease of global travel. Delegates agreed that discussions on bilateral treaties need to occur as a matter of priority, in order to:-

- Deepen mutual understanding between participating countries of the need to transfer foreign prisoners to their home country; and
- Ensure that the transfer process is conducted smoothly and completed within a reasonable time-frame.

It is envisaged that international transfer of prisoners will be a topic for discussion at future conferences for APCCA members. This will enable member countries to discuss with one another the legislative framework to facilitate the transfer process, its implementation process and issues for consideration.

AGENDA ITEM 4

PARTNERSHIPS WITH THE PRIVATE SECTOR: CHALLENGES AND OPPORTUNITIES

1. INTRODUCTION

Partnerships between correctional services and the private sector can take many different forms. They include 'privatizing' prisons themselves, entering contracts for specific services (such as health services or the transport of prisoners), and developing partnerships to provide employment, education or training opportunities to prisoners.

For example, Australia now has more than ten years' experience with privately operated prisons. However, Japan has a number of examples of private sector engagement which commenced around 2007, including four 'PFI' ('private finance initiative') rehabilitation program centres across the country which adopt a different model from Australia. In Singapore, formal collaboration with the private sector began in 1981 with arrangements to employ ex-prisoners on their release.

The nature and extent of private sector partnerships vary widely because of the political, economic and cultural diversity of the Asia-Pacific region. For example, in 2000, the *Act on Establishment and Management of Private Prison* was proclaimed in Korea to enable the outsourcing of certain services to the private sector with the objective of alleviating prison overcrowding issues and an attempt to save the national budget due to the foreign currency crisis which devastated Korea's economy. Consequently, the House of Hope commenced operations in 2010 as Korea's first prison managed by the private sector.

Private sector partnerships can take a number of forms, including:-

- contracts to design or build prisons;
- prison maintenance arrangements;
- to manage prison operations as a whole or to manage specific areas, such as security
- to provide prisoner transportation or court security;
- to provide medical services;
- to provide educational services, vocational training and rehabilitation programs;
- prison industries and employment preparation;
- to provide employment for prisoners (both in prison and on release); and

- partnerships to assist prisoners to reintegrate into the community. There is also potential for the private sector to be engaged in monitoring and supervising offenders after they have been released into the community.

Engaging with the private sector can provide opportunities for improvement and efficiency but it can also pose challenges and risks. In particular, prisoners remain the country's legal responsibility. Consequently, if activities involving the supervision and control of prisoners are to be privatized (such as the management of prisons or the provision of prisoner transport services), it is important to have strong oversight processes to ensure that standards are being met and that the private sector is held accountable.

During the Agenda Item session, PowerPoint presentations were delivered by Japan, Australia, India and Singapore. This Agenda Item gave delegates the opportunity to consider:-

- the history and objectives of entering into private partnerships;
- the range and type of private partnerships that have been entered;
- specific examples of such partnerships;
- the accountability arrangements that have been put in place; and
- the overall benefits and pitfalls of private sector partnerships.

2. HISTORY AND OBJECTIVES OF PRIVATE PARTNERSHIPS

From the presentations and discussions generated during the session, it became clear that partnerships with the private sector arise for a number of reasons, including the following:-

- cost efficiencies;
- construction of additional facilities in response to the need to increase prison bed numbers or alleviate overcrowding;
- enhance the prisoners' employment prospects and opportunities;
- improve transparency;
- improve the quality of offender treatment;
- change community attitudes towards prisoners;
- introduce innovation and competitiveness between private and public prisons;
- reduce the workload on public sector employees;

- utilise private sector expertise in the delivery of key services (for example, engaging a private company instead of police, to provide prisoner transport services so that police officers can return to front-line duties).

In Japan, the need to collaborate with the private sector arose as a result of three factors:-

- (a) *Prison overcrowding* - Between 2002 and 2007, the number of inmates at penal institutions increased by about 15,000 which resulted in prison overcrowding in most facilities. Prison overcrowding also impacted on the ability to provide a secure facility that could protect community safety and provide adequate treatment for the reformation and rehabilitation of prisoners.
- (b) *Transparency in facility operation* - In 2003, a private advisory panel advised the Minister for Justice that there was a need to secure transparency in the operations of penal institutions. The advisory panel recommended that the operation of the institutions be conducted in collaboration with citizens and the private sector as a form of public scrutiny of penal institutions. The implementation of Private Finance Initiatives (PFI) was seen as an ideal way to serve this purpose.
- (c) *Social expectations regarding reduced recidivism*. The increase in crime rates heightened expectations of correctional administrators in preventing repeat offending.

In Japan, it was felt that the private sector would be able to provide the necessary funding to build new facilities to alleviate prison overcrowding and to engage experts to deliver educational and treatment programs. In addition, engaging with the private sector helped to contribute to the local economy through job creation and procurement of materials.

In Western Australia, the decision to engage private contractors to conduct prison operations arose from “the need to develop process changes for the current prison system. The changes were aimed at the introduction of competition and associated bench-marking, thus enabling service provision standards to be reviewed and improved.”

In India, there are ongoing partnerships with the private sector in shoe manufacturing, garment fabrication and the management of a gas station. It was acknowledged that there was a need to engage with the private sector to provide vocational training and employment opportunities to prisoners during their incarceration period and upon their release from prison. In addition, the private sector was able to provide competent staff and the necessary resource materials to deliver the training programs.

In Singapore, engagement with the private sector commenced in 1981 to assist offenders to be gainfully employed whilst serving the tail-end of the sentences in the community under a Community Based Program. The rationale was to give offenders a ‘second chance’ upon their release into the community.

3. JAPAN

(a) Types of Private Partnerships

In Japan, major collaboration projects with the private sector have been undertaken at penal institutions in two ways under the *Private Finance Initiative* (“PFI”):-

(i) **Construction and Operation of Penal Institutions two schemes):-²³**

- *The BOT-method (“Build, Operate and Transfer”)* – This occurs where the private sector raises the capital, builds and operates the facility during the project term. However, the ownership of the facility is transferred to the government at the end of the project term. At the Mine Rehabilitation Program Centre and the Shimane Asahi Rehabilitation Program Centre, the BOT method was adopted with a consignment period of 20 years. Please see **Diagram 1**.
- *Government-built facilities* - The Kitsuregawa and the Harima Rehabilitation Program Centres were built by the government. However, these centres are maintained and operated by the private sector for a consignment period on 15 years. Please see **Diagram 2**.

(ii) **Operation Services Projects at existing penal institutions**

Following the enactment of the *Act on Reform of Public Services by Introduction of Competitive Bidding (Act No. 51 of 2006)*, a wide range of services in *existing* penal institutions was entrusted to the private sector by using the PFI method. Since 2010, three existing penal institutions (namely, Shizouka Prison, Kasamatsu Prison and Kurobane Prison) have contracted out a number of services to the private sector. This has been possible due to the success of other PFI prisons.

The objectives of entrusting operational services at existing penal institutions to the private sector include the following:-

- To enable the private sector to participate in the maintenance and enhancement of correctional services.
- To reduce the workload of prison officers in existing penal institutions due to the continuing increase in the prison population. This would enable prison officers to focus on core services in order to improve the quality of treatment of inmates and the operations of the institution as a whole.
- To reduce costs.
- To boost the economy by generating job opportunities for local residents.

²³ *Act on Promotion of Private Finance Initiative (Act No. 117 of 1999)*.

The scope of the entrusted services fall under three main areas:-

- facility construction and maintenance;
- construction and maintenance of staff quarters; and
- facility operation.

With regard to *facility operation*, it should be noted that the private sector cannot be involved in certain activities such as the discipline of prisoners as this can only be exercised by the public authority or government officials. The types of facility operation services entrusted to the private sector fall under two categories:-

- *Services with non-governmental authority* – Such as general affairs and accommodation-related services such as laundry.
- *Services to support the exercise of public authority (by obtaining an exemption under the Special Zone for Structural Reform framework)*. For example, security services, prison work services, education services, and medical services.

For example, at the Shizuoka Prison, a consignment contract of seven years requires the private sector to deliver general affairs and security services, prison work, vocational training and classification services.

Importantly, it should be noted that under the *Private Finance Initiatives*, the following key features apply:-

- The private companies are required to collaborate together by forming one *Special Purpose Company* in order to deliver their respective services at the particular institution/centre.
- Certain activities such as the discipline of prisoners are vested solely with the public authority and cannot be undertaken by the private sector.
- The private sector employees are deemed to be '*officials engaged in public services*' and are therefore subject to discipline and punishment under the Penal Code and other legislation, particularly regarding the obligation to preserve secrecy.²⁴ Hence, the private sector employees are bound by secrecy requirements which apply to public servants.
- Members of crime syndicates and those who have been imprisoned for an offence cannot be employed by the private sector under the PFI.

²⁴ In Japan, public servants who work in prisons are bound by secrecy obligations under the *Public Service Act* and are criminally prosecuted if they intentionally divulge confidential information. However, the *Public Service Act* did not apply to the private sector employees as they were not public servants, and hence they could only be disciplined for such breaches by gentlemen's agreement in the contract. This issue was resolved by amending the *Penal Code* (Act No, 45 of 1907) so that prosecutions for such breaches could commence against these employees who were deemed to be 'officials engaged in public services'.

Diagram 1

Construction and Operation Projects of Penal Institutions Using PFI Method

Mine Rehabilitation Program Center		Shimane Asahi Rehabilitation Program Center	
	<p>Operator Social Rehabilitation Support Mine (Co., Ltd.)</p> <p>Component Companies SECOM, Shimizu, Takenaka, Nippon Steel Engineering, Hitachi, ShoPro, Nichii Gakkan, Bank of Tokyo-Mitsubishi UFJ, etc.</p>		<p>Operator Social Rehabilitation Support Shimane Asashi (Co., Ltd.)</p> <p>Component Companies Obayashi, ALSOK, NEC, GREEN HOUSE, PHP Institute, Marubeni, Mizuho Corporate Bank, etc.</p>
Project Outline	Started operation in April, 2007 (Conceived period: 20yrs) (Construction, maintenance, and operation)	Project Outline	Started operation in April, 2008 (Conceived period: 20yrs) (Construction, maintenance, and operation)
Location	Mine-shi, Yamaguchi (Site area: about 280,000m ²)	Location	Hamada-shi, Shimane (Site area: about 320,000m ²)
Capacity	Capacity: 1,000 (male 500, female 500) ※ The capacity is planned to be changed in FY 2011	Capacity	Capacity: 2,000 (male)
Prisoners	Male and female prisoners with low criminal tendencies	Prisoners	Male prisoners with low criminal tendencies
Staff Number	Public: 123, Private: 126 Posts (as of opening)	Staff Number	Public: 193, Private: 189 Posts (as of opening)
<p>Enhancement of Correctional Education and Vocational Training</p> <p>Effective and Efficient Learning Tracking system using IC tags</p> <p>Enhancement of Inmate Management Entrusted to Mine-shi</p>		<p>Enhancement of Correctional Education and Vocational Training</p> <p>Effective and Efficient Facility Management Tracking system using IC tags</p> <p>Enhancement of Inmate Management Entrusted to Shimane Pref.</p>	

Diagram 2

Operation Projects of Penal Institutions Using PFI Method

Kitsuregawa Rehabilitation Program Center		Harima Rehabilitation Program Center	
	<p>Operator Social Rehabilitation Support Kitsuregawa (Co., Ltd.)</p> <p>Component Companies SECOM, Mitsui Co., Ltd., Tokyo Bisco Kagro Co., Ltd., ShoPro, etc.</p>		<p>Operator Harima Social Support Co., Ltd.</p> <p>Component Companies Obayashi, ALSOK, PHP Institute, Manpower Japan, Toray, Kokuyo Marketing Co., Ltd., etc.</p>
Project Outline	Started operation in October, 2007 (Conceived period: 15 yrs) (Specialized in maintenance and operation)	Project Outline	Started operation in October, 2007 (Conceived period: 15 yrs) (Specialized in maintenance and operation)
Location	Sakura-shi, Tochigi (Site area: about 420,000m ²)	Location	Kakogawa-shi, Hyogo (Site area: about 126,000m ²)
Capacity	Capacity: 2,000 (male)	Capacity	Capacity: 1,000 (male)
Prisoners	Male prisoners with low criminal tendencies	Prisoners	Male prisoners with low criminal tendencies
Staff Number	Public: 247, Private: 107 Posts (as of opening)	Staff Number	Public: 151, Private: 72 Posts (as of opening)
<p>Enhancement of Correctional Education and Vocational Training</p> <p>Sanitary and efficient cooking by new cooking system</p> <p>Enhancement of Inmate Management Entrusted to private companies</p>		<p>Enhancement of Correctional Education and Vocational Training</p> <p>Job activation system utilizing NPO</p>	

(b) Case Study – Mine Rehabilitation Program Centre, Japan

The first *Construction and Operation Project* of Penal Institutions using the PFI BOT-method was Mine Rehabilitation Program Centre (see **Diagram 1**) which commenced operations in 2007. The private companies involved in the design, construction, maintenance and operation of the facility formed together as a Special Purpose Company and entered into a 20-year consignment contract (which will expire in March 2025). The land was provided rent-free, however, at the end of the contract, the Centre will be transferred to the government for free.

In addition to the construction and maintenance of the Centre, the private sector also provides services such as the construction and maintenance of the staff quarters; administrative services; accommodation-related services (such as meals, laundry and bedding); educational services and vocational training courses; and medical services.

(c) Strengths, challenges and future prospects of engagement with the private sector

The collaboration projects under Japan's PFI have resulted in the following *positive outcomes*:-

- Implementation of the latest security system (such as tracking system and electric locks).
- Expansion of vocational training programs in areas such as information technology, business skills, laundry and cooking skills.
- Enhancement of guidance for reforms.
- Easing of staff workload.
- Improvement in areas such as quality of meals and clothing design.
- Cost reduction effect of these projects on the national expenditure through the use of economies of scale (such as collective entrustment of services in multiple institutions). Japan indicated that with regard to general affairs and security services, there was a cost reduction of about 2.5 percent (54 million yen). With regard to penal work, vocational training and education, there was a cost reduction of about 2 percent (15 million yen).

A number of *challenges* were identified by Japan:-

- A high level of expertise and skill is required in the delivery of the entrusted services and it takes time for the private sector to reach the level of proficiency required. For example, it is important to have a sound knowledge of the relevant laws and regulations, and the need to understand each inmate's characteristics.
- There is insufficient prior alignment with the private sector regarding implementation details. For example, the boundaries needed to be worked out and many issues needed to be discussed after the start of the operation.

- For example, public servants in the correctional institution cannot direct the private sector employees. To resolve this issue, there was a need to negotiate and ensure collaboration between the parties involved.
- The involvement of a large number of companies has resulted in the decentralisation of the responsible companies and the need to coordinate and manage the delivery of the services in an efficient and effective manner.
- The difference in business practices between various facilities has called for the need to share best practices amongst the private sectors involved.
- A separation of ideals exists between personnel in penal institutions and private sector employees which can lead to some emotional conflict. To resolve this issue, there is a need for both parties to share ideas and establish partnerships.

With regard to the future, Japan indicated that it would continue with the current PFI system and would review the outcomes in the new future. In addition, it was important to continue to build relationships between the private and public sector to share and deliver best practices in corrections.

4. AUSTRALIA

(a) Types of Partnerships

The presentation delivered by Australia focussed on Western Australia. There are currently 14 prisons in Western Australia which were designed to accommodate 3,434 prisoners. However, in September 2011, there were a total of 4,699 prisoners in these prisons, resulting in significant overcrowding.

Private sector organisations provide their services through fixed term contracts (usually for a term of five years, with the option to extend another five years) containing a services agreement which sets out the scope of the services, including accountability and performance indicators. Acacia Prison was the first prison in Western Australia which was designed, built, operated and maintained by the private sector, but was funded by the Government.

The types of services provided by the private sector in Western Australia include the following:-

- Court security and custodial services which include prisoner transport and court guards.
- Privately operated facility for young adults at an existing juvenile detention centre.
- A new prison in the Eastern Goldfields will be financed, designed, built and maintained by the private sector, but will be State-operated.

During the presentation, four case studies were highlighted and these are summarised below.

(b) Case Study 1 - Acacia Prison

As mentioned above, Acacia Prison was designed and built by a private sector and financed by the Government. The prison is also operated and maintained by the private sector, including the delivery of services such as medical services and programs. The privatisation of prison operations resulted from “a need to develop process changes for the current prison system. The changes were aimed at the introduction of competition and associated bench-marking, thus enabling service provision standards to be reviewed and improved.”

Acacia Prison commenced operations in 2001 as a medium security facility for male prisoners. It was originally built to house 750 prisoners in 2001. However, it is anticipated that by 2014, the number will increase to 1,400. In 2001, a private company was contracted to operate and maintain Acacia Prison for five years.²⁵ In 2006, the contract was re-tendered to another private company for five years. This agreement was extended for another five years in 2011 at an annual fee of AUS\$42 million. The maintenance of the prison is provided by a different private company at an annual fee of AUS\$1.5 million.

(c) Case Study 2 – Court Security and Custodial Services

Western Australia covers a vast area of about 2,500,000 square metres. There are seven prisons in the metropolitan area and seven prisons in regional areas. It is not uncommon for prisoners to be transferred from one prison to another, which require them to travel huge distances.²⁶ Thus, prisoner transportation between prisons and courts is a key service requirement. In addition, to protect the safety of the community, guards are needed to accompany prisoners during their transfer from prison to another prison, or to court for a hearing or to a hospital for medical treatment.

Historically, between 1850 and 2000, prisoners were transported by prison staff, whilst police officers provided court security and custodial services. However, in 1999, a *Review of Core Functions for Police and Prison Staff* was conducted. It was realised that there was a need to return prison and police staff to frontline duties. Consequently, it was decided to ‘contract out’ court security and custodial services to the private sector under a five-year contract with the option to extend for another five years.

In 2008, a Prisoner Transport Forum was held to discuss the National Prisoner Transport Standards. As a result, a number of innovations and improvements have been made to prisoner transport services.

²⁵ This showed the ability to re-tender the contract if there are issues regarding quality of the service delivered.

²⁶ For example, 32,164 prisoners were transported over two million kilometres in total.

For example, CCTV cameras and intercom systems have been installed in transport vehicles to observe prisoners during the journey. For lengthy journeys, prisoners may be transported by air, coach and purpose-built secure vehicles.

(d) Case Study 3 - Young Adults Facility

A privately operated facility to accommodate young adults aged between 18 and 24 years will be built adjacent to an existing juvenile detention centre.²⁷ The contract will be for an initial five-year period, with the option of two extensions of five years.

It is anticipated that the new facility will meet the following objectives/purposes:-

- To accommodate prisoners aged between 18 and 24 years at the new facility and thus, physically separating them from the adult prisoners.
- To deliver specialist programs to promote lifestyle changes.
- To deliver vocational and educational programs.
- To provide internal and external employment opportunities.
- To have better engagement with family members.
- To provide support during their reintegration into the community.

(e) Case Study 4 – Eastern Goldfields Regional Prison

The Eastern Goldfields Regional Prison holds 350 prisoners (male and female) with the majority of the prisoners being Aboriginal (about 87 percent). Plans are underway to build a facility next to the existing prison which would be privately financed, designed, built and maintained. However, the new facility will be operated by the State. The target operational commencement date is 2014.

The objectives of this new project are:-

- To ensure that Aboriginal people remain in close proximity to their Communities.
- To engage and involve family members, Community groups and Tribal Elders to support prisoners during their rehabilitation and reintegration into the community.
- To design the new facility which meet the needs of Aboriginal prisoners.
- To provide accommodation for women and children.
- To provide prison industries including laundry services to the local hospital.

²⁷ The new facility will be built next to Rangeview Detention Centre.

(f) Accountability and Performance

It is evident from the presentation that the tendering process and contracting of prison and prison services require a lot of time, effort and commitment by all parties involved. For example, the re-tendering process for court security and custodial services commenced in 2009, and the contract was finalised in 2011. The project to build the Young Adults Facility involved liaison between over 100 staff including the Minister, financial consultants and representatives from various agencies, as well as the establishment of a number of Committees.

Once a contract has been entered into with the private sector, there are a number of 'checks and balances' and monitoring to ensure that the outcomes are managed effectively. For example:-

- The Office of the Inspector of Custodial Services provides independent oversight of all custodial services.
- A Contract Management Team manages the daily aspects of the Contract Agreement and holds monthly meetings.
- Onsite monitoring is conducted and quarterly meetings are held.

There are *penalties* (namely, fines) for failing to meet basic contract performance requirements (such as escapes). In addition, there are *financial incentives* to meet high performance objectives (for example, customer satisfaction survey and delivery of programs).

5. INDIA

(a) Case Study 1 - Shoe Manufacturing Unit at Tihar Prison, Delhi

During the presentation, India indicated that its partnership with the private sector to manufacture shoes at Tihar Prison has proven to be a successful venture and was expanding into a full scale process. The partnership involves the private sector providing the following:-

- funding to purchase machinery, raw materials and equipment for shoe manufacturing
- training and supervision of inmates at the manufacturing unit, including quality control
- wages to inmates
- employment of inmates upon release

(b) Case Study 2 - Garment Fabrication Unit at Central Jail, Jaipur

The Garment Fabrication Unit is fully managed by inmates under general supervision of prison authorities. The private business partner outsources the work to the prison and provides training and wages to the inmates. In return, the prison authorities provide the work areas (such as training rooms and workshops), the machinery required, supervision of inmates and administrative support (for example, payment of wages).

(c) Case Study 3 - Petrol pump (gas station) at Cuddapah Jail, Andhra Pradesh

The gas station at Cuddapah Prison is run as a franchise business to the Prisons Department. The franchisor maintains the equipment and provides the commodity, marketing expertise and training to operate the gas station. This franchise business has generated profits for the prisoners' welfare.

(d) Benefits and challenges of private sector partnerships

Private sector partnerships have generated the following benefits to the inmates:-

- Inmates are equipped with marketable skills in manufacturing shoes, garment fabrication and operating a gas station.
- Inmates are paid a salary to enable them to support their families and maintain family relationships.
- Employment upon release from prison.
- Increased level of self-confidence and sense of responsibility.
- Ability to work in a team environment.

Where the prison department is concerned, the partnership with the private sector has reduced staff's work pressures and stress. The benefits gained by the private sector include skilled labour force when the inmates are released from prison and reaping higher profit margins due to employees who are reliable and disciplined. Importantly, the employment of released inmates has made positive contributions to the local economy and reduced the rate of recidivism generally.

Whilst partnerships with the private sector have generated benefits and gains, they have also created some challenges for prison departments in India; for example:-

- The inmates generally have low vocational or work skills and hence, do not meet the needs of the industry unless the inmates are given the opportunity to attend training or vocational courses.
- There are issues regarding the capacity of local businesses to sustain the employment of inmates.

6. SINGAPORE

Singapore provided a detailed case study of its partnership with the private sector in terms of employment for ex-prisoners, the key learning points over the years, measures to prevent unfair employment practices amongst employers, strategies to enhance meaningful collaboration with employers, and key outcomes.

(a) Brief history - Collaboration with the private sector in the 1980s

In Singapore, a statutory body called the *Singapore Corporation of Rehabilitation Enterprises* ("SCORE") was established in the early 1980's with the responsibility of reintegrating offenders into the workforce through skills development and employment assistance. SCORE has four core functions:-

- the operation of Prison Industries,²⁸
- the provision of skills training programs,
- employment assistance, and
- community engagement.

As SCORE is self-funded, it relies on its business operations for revenue²⁹ together with the goodwill of sponsors for funds and donations to provide various services and programs for offenders. Currently, SCORE engages with the private sector in two ways:-

- *Contractual relationship* - By entering into tender contracts for various services, SCORE and the respective private agency are held accountable to specific outcomes and standards. The types of contracts include providing raw materials to the various workshops in the prison; supplying the finished goods and services to other businesses; leasing of workshops to enable the private agency to conduct its operations within the prison; and delivering skills training programs to offenders.
- *Partnership* - In essence, the partnership is based on a '*gentlemen's agreement*' whereby the employers, corporate volunteers and donors agree to assist prisoners during their reintegration into the community by providing employment, aftercare support and funding. This partnership relies on the goodwill and commitment of the parties involved.

SCORE's collaboration with the private sector began in 1981 when a *Job Placement Unit* was set up to assist selected offenders who were placed on a Community Based Program (CBP) at the end of the sentences, to be employed whilst serving their sentences in the community.

The objective was to ensure that each offender on the CBP had a job in order to give them a '*second chance*' to start their life anew.

²⁸ Prison Industries cover the establishment of workshops in prison to give offenders the chance to gain work skills.

²⁹ For example, profits gained from Prison Industries.

Hence, SCORE treated the employers as a valued partner and relied on referrals. However, issues arose with respect to some employers' suitability and with matching the nature of the job with the offender's suitability (see below).

(b) Key learning points and unfair employment practices

Since 1981, a number of valuable learning points have been identified in relation to SCORE's collaboration with private sector employers and malpractices by employers in. They include the following matters:-

- *Employer's suitability:* All employers are required by legislation to adhere to certain standards on employment matters.³⁰ The reliance on referrals meant that the employer's suitability was not vetted regarding business viability and adherence to employment regulations. Consequently, offenders were not being paid for overtime work, not listed on the payroll, or were sub-contracted to other employers.
- *Offenders viewed as 'cheap labour':* Some employers took the view that offenders should be grateful for the job offer and be willing to work for lesser pay. Some regarded offenders as a source of cheap labour and a way to reduce their business costs.
- *Limited range of jobs:* Reliance on referrals meant that collaboration with private sector employers was limited to labour intensive industries in construction, cleaning and manufacturing which offered low pay.
- *Poor preparation for work and job matching:* Given the limited range of jobs offered to the offenders, many offenders were placed in jobs without any preparation or prior training in the skills required. This resulted in poor work performance by the offenders which had the following ramifications:-
 - ✧ Contributed to the employers' perceived view that they were helping SCORE to fulfil its mission which weakened SCORE's position in the partnership.
 - ✧ Deterred potential employers in other industries (such as service industries) from collaborating with SCORE.
- *Offenders' perception of discrimination:* It was not surprising that the above factors created in the offenders the perception of discrimination by employers and that SCORE was colluding with the employers in discriminating them. Consequently, offenders did not feel the need to perform well in their jobs.

(c) Strategies to resolve unfair employment practices and to enhance meaningful collaboration with employers

To address the unfair employment practices and to dispel offenders' perceptions of discrimination, the following strategies were implemented by SCORE:-

³⁰ For example, employers must comply with the *Employment Act* and *Central Provident Fund Act* regarding contract of work, termination, work hours, leave and holidays, salary and contribution to a superannuation scheme.

- (i) *Criteria for partnering with new employers:* SCORE only collaborates with an employer who has satisfied all the following criteria:-
- a legal and registered entity under the *Business Registration Act*;³¹
 - must have a viable business which has operated for at least 2-3 years;
 - compliance with legislation regarding employment and superannuation;
 - pay offenders at 'market-rate' salaries;
 - the offenders are employed under the direct payroll of the employer to prevent deployment of the offenders to another employer.
- (ii) *Regular auditing of employers:* All offenders who have secured a job prior to their release are allocated a Case Manager. The role of the Case Manager is to:-
- provide support and assistance to the offender during the first six months of employment (for example, to help them adjust to a new work environment, to ensure the offender remains in the job and earns the employer's confidence).
 - maintain frequent contact with the offender and employer through site visits to ensure that the offender is remunerated and treated fairly. The offender is able to provide feedback to the Case Manager including any alleged malpractices.
- Reports of suspected malpractices are resolved quickly through amicable meetings between SCORE and the employer. If the parties agree to a resolution, SCORE will work closely with the employer to ensure fair employment practices are adopted. Where there are reports of further malpractice, SCORE will cease collaboration with the employer. If the employer refuses to cooperate, SCORE will notify the employer that a complaint can be lodged with the Ministry of Manpower regarding the unfair employment practices. These matters are recorded by SCORE on a database.
- (iii) *Preparing offenders for work:* A number of initiatives have been implemented to ensure that offenders are prepared and equipped with the relevant skills before they are placed with the employers to undertake the job. For example:-
- SCORE has aligned its training system with the Workforce Skills Qualification framework which sets a structured training pathway through nationally accredited training. This assures employers that the offenders are job ready and suitable for the job.
 - SCORE has also developed customised training programs to ensure that the offenders are equipped with the specific skills required for the job.

³¹ In Singapore, all business entities must be registered with the *Accounting and Corporate Regulatory Authority* as required under the *Business Registration Act*. Each registered business entity is issued with a registration number. Interested employers have to provide the registration number to SCORE for checking and verification.

(iv) *Job matching and interviews:* Since 2007, SCORE has profiled the offenders according to their disposition, skills and work experience to match them with suitable jobs. In addition, employers are able to conduct job interviews within the prisons to give them the opportunity to select suitable candidates for the jobs.

In addition to the above strategies, SCORE has also implemented initiatives to enhance collaboration and to foster strong relationships:

(i) *Positioning SCORE as Key Partner of Employers:* In 2008, SCORE commenced its *Employer Outreach* initiative by actively targeting one or two industries every two years with the aim of recruiting new employers as partners. Importantly, this puts SCORE in a strong position as a partner who is able to assist employers to meet their business needs and to provide offenders who have the work skills for that industry.

(ii) *Value-add Services for Employers:* Offenders now have the requisite work skills and the support of Case Managers during the first six months of their employment period. These value-add services serve to strengthen SCORE's ability to meet the employers' business needs and thus, foster strong relationships with them.

(iii) *One-SCORE approach to meet employers' business needs:* In every business, the employer aims to reduce operating costs and seek opportunities for expansion or development. With this in mind, in 2011, SCORE developed a new marketing strategy by:-

- offering employers with the opportunity to sub-contract part of their operations or to lease a workshop within the prison to reduce operating cost
- selling the services or products through SCORE's business enterprise arm or partnering with the employer in a business venture;
- encouraging employers to participate in *Yellow Ribbon Project* activities.³²

(iv) *Awards and publicity:* Giving recognition to employers as partners is an important ingredient to fostering good relationships. SCORE has regularly recognised employers by nominating them for awards and arranging publicity through the media to enable employers to share their experience in employing and managing offenders at work. From the offenders' perspective, this achieves the aim of a 'second chance' to start life anew.

(d) Key outcomes

SCORE's engagement with the private sector occurs by way of a contractual relationship. Measures taken to resolve unfair employment practices and to strengthen the relationship between SCORE and employers have resulted in the following positive outcomes and benefits for the parties concerned, including the offenders:-

³² For more information about Singapore's *Yellow Ribbon Project*, please see N Morgan and I Morgan, *Reports of the Proceedings of APCCA of 2007, 2008, 2009 and 2010*.

- The auditing and accountability measures have helped to resolve unfair employment practices quickly and amicably, and have dispelled the offenders' perception that SCORE has been colluding with employers to exploit them as cheap labour.
- In 2007, SCORE had 1,600 partners. By mid-2011, this figure rose to 2,700 which represented 69 percent increase in the number of employers. This is due to SCORE working with employers involved in a wider range of industries such as Food and Beverage, Retail, Hotel, Logistics, Facilities Management, Shipyard and Manufacturing.
- Offenders are now paid better salaries which reflect the market rates³³ and job retention has improved since 2007.³⁴ In 2009, despite the economic recession and scarcity of jobs, SCORE had 250 employers who were keen to employ offenders.

7. CONCLUSION

From the presentations delivered during the conference, collaboration with the private sector takes many forms. For example, some countries enter into a fixed term contract of between five years and twenty years to finance, build, maintain and operate a prison; however, other contracts require the private sector to build and maintain a prison, or to offer employment to offenders in the community towards the end of their sentence.

There is also collaboration with the private sector to provide specific services such as:-

- Educational and vocational training programs
- Medical services
- Prison industries and employment preparation
- Prisoner transportation
- Court security
- Security services
- Re-entry services for offenders

The success of the partnerships or collaboration depends on the safeguards and accountability mechanisms that are put into place. For example:-

- Thorough assessment and qualification of service providers
- A clear definition of the services that are to be provided under the contract
- Key performance indicators

³³ Before 2008, about 80 percent of offenders were paid a starting salary of about S\$900 a month. By 2011, about 60 percent received a salary of S\$1,100 or more per month, whilst 35 percent received between S\$1,000-1,100.

³⁴ SCORE maintains a record of employed offenders for a period of six months. In 2010, the record showed that 69 percent of offenders remained in their job for six months.

- Monitoring and reporting mechanisms
- Ongoing evaluation of the services provided
- Commitment to continuous improvement
- Understanding that risk and accountability cannot be transferred
- An Independent Inspector who reports to Parliament

During the presentations and discussion, delegates identified a number of *challenges* when collaborating with the private sector:-

- It takes time and effort by all parties concerned to *develop* a contract that delivers the services required with the effective accountability mechanisms in place.
- It takes time to *implement* the services and to *gauge* the outcomes.
- The level of expertise varies between the private sectors.
- Coordination of multiple service providers can be challenging and difficult to achieve.
- Unfair employment practices (for example, paying offenders a lower salary).
- Each facility has its own specific needs and requirements. Thus, the type of services to be delivered has to be tailor-made for each facility.
- Philosophical clash between public and private sector employees.
- Opposition to privatisation of prisons by members of the community and/or Public Sector Union (and potential industrial action).
- Inability to direct private sector employees.
- Certain services are still required to be performed by public servants (for example, the disciplining of prisoners).
- Reliance on profit-making organisations to deliver services may have some risks.
- A change in government can affect the process of engaging with the private sector.
- Care must be taken to ensure that a monopoly situation is avoided.

During the presentation and discussion, many *positive outcomes* of private sector engagement were identified. These include:-

- providing the government with financial options
- reducing the workloads of public sector staff so that they can focus on core duties to improve prison environment
- expansion of vocational training programs
- implementation of latest security systems
- cost efficiencies in terms of reducing service delivery costs
- improved community perception and attitudes to corrections and prisoners

- securing transparency and accountability in facility operation
- enhancing and fostering stronger relationships with the private sector
- providing expertise in many areas
- flexibility in the provision of services

In conclusion, delegates acknowledged that engagement and collaboration with the private sector will continue to grow in the future as there are significant benefits to be gained in the prison industries and ongoing employment. Over the years, there has been a gradual shift in support of privatisation of prisons by governments. There is also private sector growth particularly in non-security related services such as rehabilitation programs, educational and vocational services, employment and re-entry services and health services.

All delegates agree that whilst there were some strong benefits in engaging with the private sector to deliver some services, it is important not to select the service provider on the basis of price alone. The critical thing is to ensure the provision of *services* that are of good quality and that meet government objectives for corrective services.

AGENDA ITEM 5

RECRUITING CUSTODIAL STAFF WITH THE DESIRED SKILLS AND ATTRIBUTES

1. INTRODUCTION

Custodial staff are key players to the culture and effective functioning of any prison. As penal philosophies have changed, so have the skills required of custodial officers. At one time, the vast majority of prisoners were male and the custodial officer's role was essentially one of security, discipline and control. As a result, the 'typical' custodial officer was likely to be male and to have been selected for the job primarily on the basis of his physical attributes and physical fitness. It was therefore common for custodial officers to be ex-military personnel.

However, modern correctional philosophies are more sophisticated and the twenty first century custodial officer plays a more subtle and complex role. Prison and correctional work have become more challenging and complex. Security, discipline and control remain important, but officers are now also expected to interact positively with prisoners and to assist them in their rehabilitation and reintegration into the community. In some instances, officers play a role as educators and counsellors. At the same time, officers are expected to engage in public relations activities in response to rising public expectations in terms of officer accountability. In addition, the profile of prisoners has become more diverse with varied needs (for example, many countries have more female prisoners, more elderly prisoners and more prisoners with serious mental health issues, drug problems, violent criminal records or gang affiliations).

For example, prison officers in Japan are involved in treatment units, prison industry units, education units and classification units which require them to have the requisite skills and qualifications. Prison staff are viewed as assets in correctional organisation and high quality, well trained staff are critical components in ensuring the safe custody and effective rehabilitation of offenders.

Given these demands, it is important to have processes and testing in place: -

- (a) *Recruitment Process* – Recruitment strategies to attract the desired applicants.
- (b) *Selection Process* – This may involve three steps:-
 - *Screening* and selecting appropriate applicants according to set criteria (for example, academic qualification, security vetting, physical fitness).
 - *Recruitment training* to rigorously assess whether trainees are in fact suitable for appointment. This includes training in areas such as emergency response tactics, use of weapons, relevant legislation and social work. The basic training

period varies between four and nine months, and can occur at a residential training school and/or field attachment.

- Placing selected candidates on *probation* for six months to three years provides the opportunity to assess the performance of new recruits and their suitability for permanent employment.

During the session, PowerPoint presentations were delivered by Japan, Hong Kong (China) and Malaysia. Written papers were submitted by Cambodia, Canada, Fiji, Indonesia and Vietnam.

2. THE RECRUITMENT PROCESS: ATTRACTING THE DESIRED APPLICANTS

The Correctional Services Department of Hong Kong (China) has about 5,700 uniform staff to manage 29 correctional facilities with about 10,000 inmates.³⁵ Malaysia has 42 prisons with approximately 36,800 inmates and 14,000 uniform staff.³⁶ Japan has 188 penal institutions with about 76,000 inmates and about 17,400 uniform staff. Vietnam employs more than 15,000 officers in its 49 prisons.

Due to the large number of staff required in correctional services, careful planning is necessary to develop strong recruitment strategies that generate interest and entice suitably qualified applicants to fill vacancies arising from natural wastage and expansion of correctional services. In Vietnam, as the majority of its prisons are located in remote areas, the challenge is to attract graduates in medicine, education, engineering and psychology to work in these areas.

Successful recruitment strategies are likely to require two main elements:-

- To 'sell' the idea of being a prison officer. It is not generally seen as the most attractive occupation, so the positive aspects of the job as well as the system's expectations must be 'sold' to potential applicants, alongside information about the conditions of employment.
- To have strategies which ensure the system has an appropriate and representative cross-section of staff. For example, it may be helpful to encourage applications from women and minority groups through targeted recruitment campaigns.

The presentations and written papers identified the following recruitment strategies used to attract suitable applicants in corrections:-

³⁵ Hong Kong (China) also runs an extensive community-based supervision service with about 2,500 supervisees.

³⁶ It is interesting to note that there is a very low attrition rate in the Malaysian Prison Department. In 2009, there were 16 resignations, whilst in 2010, there were 14.

(a) Image building through campaigns and committees

Since 1999, through a series of publicity and public education campaigns, the Correctional Services Department of Hong Kong (China) has successfully gained public acceptance of rehabilitated offenders and their reintegration into the community. This has promoted a positive image of the services delivered by the Department and has attracted a number of strong applicants for vacancies in corrections. In addition, community leaders, prominent community members, academics and employers have been invited to be members of a Committee on Community Support for Rehabilitated Offenders. This has resulted in greater understanding and appreciation from the public not only about supporting offenders during their rehabilitation and reintegration process, but also about the roles of officers in corrections.

Many jurisdictions have invested time and effort to nurturing a better working environment and to cultivating an ethical culture within the organisation (for example, promoting a healthy and balanced lifestyle for existing staff and organising social clubs for family members). In 2011, the Correctional Services Department of Hong Kong (China) was awarded the '*Caring Organisation Logo*' for the sixth consecutive year as a socially responsible organisation and a caring employer.

The Fiji Corrections Service participates in the national Hibiscus Festival and in the monthly Micro-Finance Market Day in conjunction with a bank and various city councils, as part of its recruitment strategy to inform the general public about its services and job opportunities.

(b) Career Talks and Exhibitions

In many countries, university students and high schools students are targeted for recruitment purposes. Career information sessions are held to dispel myths about working in a correctional facility and to encourage students to consider a career path in corrections. For example, in Fiji and Indonesia, the career talks and exhibitions provide opportunities for its corrections staff to meet with potential applicants to discuss about the various roles of correctional staff.

In order to attract good applicants, some countries including Cambodia and Fiji target three groups:-

- Current prison officers because of their work experience and knowledge of the prison system for promotions;
- High school and University graduates; and
- Family members of prison staff.

Following a review of its recruitment process in 2009, the Correctional Services of Canada (CSC) is currently implementing a Communications Strategy to increase

awareness of CSC's mandate, services and recruitment initiative. Over the past year, Recruitment Teams have actively participated in community events and visited universities and colleges to promote the CSC as the employer of choice. In order to attract the desired applicants, regular meetings are held with the Heads of Colleges that deliver courses in criminal justice studies and police foundations. Career information sessions are also held with the students.

With its new *Corrections Act* 2006 in place and the adoption of a Rehabilitation Framework, the challenge for the Fiji Corrections Service is to recruit suitably qualified or experienced persons in rehabilitation work, agriculture and information technology. Its recruitment strategy is to target potential candidates at regional and local universities, and to offer attractive salary packages, but funding is needed for this recruitment strategy.

Currently, the Fiji Corrections Service liaises regularly with the local university to attract students to participate in practical work attachment in corrections and also to offer jobs. Students who are studying social work, counselling, psychology, information technology and management are the main targets for recruitment.

(c) Media

A number of jurisdictions such as Hong Kong (China) and Malaysia conduct regular media briefings (for example, on their recruitment schedules and major development plans) and tours to their correctional facilities. Newsletters and video clips on training and departmental activities are also advertised on their websites for the general public.

In Canada, the use of social media sites such as Twitter and Facebook are being implemented as a means to promote job opportunities in the department with the goal of establishing the Correctional Services of Canada as one of the top ten employers in the government sector. In a recent recruitment process for Correctional Officers in Canada, about 5,000 applications were received within 48 hours, with one-third of the applications from Aboriginal and minority groups.

(d) Targeted recruitment

In some countries, targeted recruitment strategies have reaped positive outcomes in attracting the desired applicants:-

- **Local communities** - In Japan, prison officers who are advanced practitioners in martial arts such as *judo* or *kendo* (Japanese fencing), conduct classes to members of the public. This has been a successful strategy in building a rapport with the local communities and attracting young people who are interested in corrections to apply for jobs in corrections.

- **Correctional Cadetships** - The Malaysian Prison Department organises correctional cadetships to students in secondary schools as part of their extra-curriculum activities. Students from the age of 13 years may enrol. Prison officers teach martial arts, drill, counselling skills and organise annual camps for these students. The aim is to encourage these cadets to join the Prison Department upon graduation. To date, there are about 2,300 correctional cadets from 43 participating schools. Plans are underway to expand the cadetship program to schools throughout Malaysia.
- **Minority groups** - Following a review of its recruitment process in 2009, the Correctional Services of Canada's (CSC) has more strongly targeted Aboriginal and minority groups. As a result, a number of Recruitment Teams work closely with community leaders in Aboriginal and minority groups for potential candidates. In addition, a number of community leaders have been invited to spend a day at an institution to experience the nature of correctional work. This has been a very effective method of promoting CSC's work, building a rapport with the communities and attracting a large number of applicants from these communities.

Another strategy adopted by CSC was to limit applications for positions in the Prairie Regions to Aboriginal persons. This process was highly successful with over 500 applicants screened into the process. The high number of applications was due to the outreach campaigns conducted with Aboriginal communities prior to the advertisement being issued, and engaging a private company to relay the information to over 22,000 Aboriginal communities.

Fiji has a population comprising mainly of *iTaukei* (indigenous people) and Indo-Fijians, with a minority groups consisting of Melanesians, Chinese, Banaban (Micronesian), part-Europeans, Rotumans and other Pacific Islanders. The Fiji Corrections Service recognises the need to recruit staff from these minority groups as it would enhance the profile of its corrections service. Having staff with multi-cultural and multi-racial backgrounds would add positively to the management and rehabilitation of offenders, and assist offenders from these minority groups.

- **Gender equity** – Currently, only 12 percent of the staff working in the Fiji Corrections Service are females. Its newly established Human Resource Management Division is working collaboratively with the Public Service Commission to formulate appropriate policies to ensure gender equity and equality in its recruitment process and staffing profiles.

(e) Competitive employment package

A career in corrections is generally not as appealing as working in other government agencies. To overcome this issue, the jurisdictions recognise the importance of offering competitive salary packages to entice good applicants to work in corrections. For example, Japan offers a good compensation plan, job stability,

opportunities for promotion and a competitive salary. In Hong Kong (China), correctional staff receive medical, dental, housing benefits and salary. Correctional staff in Malaysia receive attractive housing allowances and insurance plans.

(f) Work placements

Generally, advertising job vacancies in the newspapers is the most common and traditional method of soliciting suitable applicants. The Fiji Corrections Service supplements this with the practice of offering work placements to school leavers and those who hold diplomas and certificates. They work for a period of three months in various areas within the system. This gives them the opportunity to be trained and to learn the skills required for each work area in corrections. The work placement strategy has been very successful. It has produced officers who have shown their commitment and dedication to the Fiji Corrections Service in achieving its vision and goals. For example, there are some officers whose families have worked in the system for the past two or three generations.

(g) Inter-agency collaboration on recruitment strategies

In Japan, the National Personnel Authority (NPA) is responsible for the personnel administration of government officers including prison officers. The Ministry of Justice has been working collaboratively with the NPA in operating proactive publicity campaigns and recruitment activities to attract competent applicants into the public service and the Corrections Bureau.

There is no doubt that implementing effective recruitment strategies will attract a stronger cohort of applicants. For example, Hong Kong (China), Japan and Malaysia reported that their strong recruitment strategies reaped encouraging results with the number of applicants far exceeding the number of vacancies:-

- Hong Kong (China) received about 11,000 applications for 70 vacancies for junior officer positions.
- In 2008, Malaysia received about 5,400 applications for 38 superintendent positions, and about 48,300 applications for 854 prison officer positions. Malaysia indicated that the success of its recruitment process could be measured by the low number of disciplinary actions taken against its officers. In 2010, out of a total of 13,276 officers employed in the Malaysian Prison Department, 234 officers were disciplined (1.7%). Out of these 234 officers, only 22 officers (9%) had their employment terminated.

Overall, the impressive results received by these jurisdictions have called for the need to develop stringent conditions in the selection criteria for the various positions, to ensure that the best candidates are selected.

3. THE SELECTION PROCESS: SCREENING APPLICANTS, RECRUITMENT TRAINING AND PROBATION

In order to meet the mission and vision of the respective correctional organisation, the presentations by Japan, Hong Kong (China) and Malaysia acknowledged that there must be a clear understanding of the different roles performed by corrections officers in order to identify the selection criteria for the respective roles. These jurisdictions apply rigorous but largely similar screening processes to ensure that suitable applicants are identified and that unsuitable people are filtered out.

In general, the presentations and written papers indicate that some elements of screening and selection are relatively factual and straightforward. They include:-

- formal academic qualifications
- physical fitness tests
- medical reports
- criminal history checks or security vetting
- prior work experience
- citizenship (in Cambodia, Malaysia and Vietnam, only citizens can apply for jobs in corrections)

However, other matters can be far more difficult to assess such as the applicant's attitude, integrity, professionalism, ability to work in a team as well as in a hierarchical structure, interpersonal skills, positive values, and general aptitude.

Although most jurisdictions apply broadly similar processes, there are some differences regarding the interview process, the number of tests and how they are conducted. These are detailed below:-

(a) Japan

All applicants for positions in the Corrections Bureau of Japan must undergo the following screening processes:-

- Must complete a Prison Officers Employment Examination which are conducted by the National Personnel Authority and the Ministry of Justice. Candidates are tested on essay writing, liberal arts character (such as building relationships and response to hierarchical system), and physical strength.
- Interview process. It is interesting to note that interviews are conducted by high level executives at each penal institution in order to select candidates who are best suited to meet the needs of that particular institution.
- Successful candidates are placed on probation for six months.

- Thereafter, new recruits have to complete an eight-month basic education and training course to acquire the specific skills needed to be a prison officer, including a residential training course for two and a half months at a training institute. This residential training course also serves to filter unsuitable recruits.

(b) Hong Kong (China)

The selection process in Hong Kong (China) consists of three stages:-

Stage 1: Candidates have to undergo the following hurdles:-

- Requisite academic qualifications
- Physical fitness test
- Written test to assess comprehension, logical thinking and problem solving skills.
- Individual interview session where candidates are also tested on their presentation skills.
- Group interview to assess the candidate's interpersonal and communication skills. Interestingly, during the group interview session, an applicant is also assessed on his/her ability to interact in a team.
- Aptitude test where candidates are tested on their intelligence, emotional and cognitive skills.
- Final interview
- Security vetting
- Medical examination

Candidates who have successfully met Stage 1 entry requirements are temporarily appointed for a *probationary period* of three years. During the three-year probationary period:-

Stage 2: The recruits are required to participate in a series of *residential training* at the Staff Training Institute before being posted to a correctional institution. The duration of recruit training courses vary between 23 for Assistant Officers and 26 weeks for Officers. The training syllabus includes counselling techniques, rules and regulations, social work, management, psychology, first-aid, anti-riot drill, self-defence, emergency response tactics and use of weapons. To address the needs of inmates who come from minority groups,³⁷ new recruits also attend language courses (for example, Punjabi, Nepalese, Urdu and Vietnamese).

Stage 3: All newly recruited officers posted to institutions are required to participate in a *Mentorship Program* for guidance and support to assist them to adjust to penal

³⁷ About 15% of the prison population in Hong Kong (China) comes from minority groups.

environment. They are assessed by their immediate supervisors every six months, on their ability and suitability to work in correctional institutions, before a permanent term is offered to them.

(c) Malaysia

In addition to the common selection criteria and interview process, applicants have to comply with the following screening process and criteria:³⁸

- Relevant academic qualifications and work experience. For example, to apply for a Superintendent position, the applicant must be a University graduate with at least 9 years experience as an Assistant Superintendent, and is proficient in the Malay language.
- Minimum requirements (age, height, weight and sight). The minimum entry requirement is 18 years. Males must be at least 1.57 centimetres tall with a minimum weight of 48 kilograms. The minimum height and weight restrictions for females are 1.53 centimetres and 46 kilograms, respectively.
- Undergo urine test to detect drug use.
- An aptitude test is conducted by the Public Services Commission for those applying for a position as a Superintendent.
- Team Building Assessment to identify and evaluate the leadership qualities and values of its candidates (high calibre, positive interactive skills, ability to make decisions quickly, enthusiastic and motivated).

In Malaysia, new recruits are required to attend a *Basic Training Program* which covers theoretical and practical exercises in security and correctional work, relevant legislation, social work, tactical response skills, drills and use of weapons. Like Hong Kong (China), new recruits in Malaysia are placed on probation for three years.

The challenge for the Malaysian Prisons Department is to find a suitable assessment tool to identify applicants who have psychological issues or mental illness. Whilst this is not a serious issue, as an interim measure, the Department is keen to appoint mental health specialists to be involved in the selection process.

(d) Cambodia

In Cambodia, the recruitment process is conducted by a Central Committee and a Provincial/Municipal Committee. Both committees are monitored by the Ministry of Interior.

³⁸ As a majority of its inmates are Malay, the tendency has been to recruit predominantly Malays.

An applicant wishing to work in a national or provincial prison must satisfy the following requirements:-

- Must be a Cambodian national with no criminal record
- Must be in good health.
- Males must be at least 165 centimetres tall.
- Applicants with high school qualifications must be at least 25 years.
- The applicant must complete an examination which is assessed by an Examination Committee. Those who have successfully completed the examination are required to attend training before they are deployed to a national or provincial prison.
- Applicants from provincial areas also volunteer to work for 30 days in provincial prisons.

There are no minimum qualifications for prison security guards. However, priority is currently being given to the recruitment of specialist staff in order to implement rehabilitation programs in Cambodian prisons, and to train existing prison staff.

(e) Canada

Following a review in 2009, the Correctional Services of Canada (CSC) is implementing a number of recommendations regarding the screening process for those applying for positions as correctional officers:-

- Enhancement of the recruitment internet site with a *self-assessment questionnaire* to help potential applicants to decide if a career as a correctional officer is right for them.
- Candidates are required to complete a *Pre-Employment Questionnaire* as part of their application process.
- In order to assist in defining the ideal recruitment profile, a number of '*asset criteria*' have been identified such as relevant degree/diploma from a recognised university or college, work experience in correctional, policing, security, military or emergency response environment, social services field (for example, addiction, mediation, family violence and mental health). These asset criteria are used to further screen the pool of applicants.
- Introduction of an *Enhanced Suitability Screening Process* to ensure that candidates are recruited based on an examination of their trustworthiness, loyalty and integrity.
- Implementation of *psychological testing* to help identify individuals who may be emotionally unsuited for high-risk or high-stress positions. The psychological testing will be conducted on candidates who have completed all phases of the selection process and are being considered for employment as Correctional Officers.

Candidates who have completed the above processes are then required to undergo a further screening/assessment process which involves a combination of written examination and interviews (which contain situation and behaviour-based questions), and reference checks.

The shortlisted candidates are then invited to attend a *Correctional Training Program* before being appointed as Correctional Officers. The *Correctional Training Program* consists of four stages which incorporates knowledge, theory and application. Stage 3 is an 8-week training course on theory and practical skills conducted at a Correctional Staff College. Stage 4 requires the candidates to spend two weeks placement at the allocated prison. During the final stage, candidates are placed on *probation* for 12 months where they undergo further assessments and formal evaluation.

In addition, prior to their appointment as Correctional Officers, all candidates must:-

- have a valid First Aid and cardiopulmonary resuscitation (CPR) and automated external defibrillator (AED) certificate;
- have a valid unrestricted driver's licence; and
- meet the requisite health requirements.

(f) Fiji

Prior to 2010, Fiji had recruited prison officers from family members of those who were already working in the prison system. Fiji now has a Human Resource Management Division which is actively:-

- developing recruitment policies, strategies and competencies required for the various positions, and streamlining the recruitment and training processes; and
- focussing on capacity building and professional development for staff including performance management, monitoring and succession planning to ensure that the Fiji Corrections Service has adequate supply of experienced and qualified personnel to carry out its mandated tasks and responsibilities.

The Fiji Corrections Service is currently considering a three-year probationary period for newly recruited staff. The three-year period would give a reasonable time for new staff to apply their skills in corrections, learn new skills and knowledge, and adapt to changing needs and situations. It also gives the opportunity to identify competent staff and to 'weed out' those who are not suitable.

(g) Indonesia

In Indonesia, applicants must have the minimum academic qualifications, and in some cases, the relevant work experience when applying for a position in corrections. Applicants also have to complete a computer-based examination (Computer Assisted

Test) to assess their competency skills and attitude (verbal skills, reasoning ability, adaptability skills, motivation, self-control).

Candidates who have passed the examination are then required to undergo the following screening process:-

- field substance competency test
- psychological test
- an interview session

New recruits attend a residential training course at a Correctional Academy for three years where all tuition fees and expenses (for uniforms, food and accommodation) are paid by the Directorate General of Corrections.

(h) Vietnam

In Vietnam, the General Department for Criminal Sentence Execution and Judicial Support (General Department) is an agency under the Ministry of Public Security (MPS). The General Department manages six Departments and 49 prisons in the country.

Each year, the General Department makes an announcement for approval to recruit officers to work in prisons. Only Vietnamese citizens who have successfully completed the compulsory training course in the police force may be selected by the General Department for work opportunities in prisons.

A Recruitment Board has been established in each prison to ensure that the right applicants are selected to meet the needs of the respective prison. The Board conducts the recruitment and selection process in a fair and transparent manner according to set rules and procedures.

4. CHALLENGES

The presentations and papers identified some common challenges:-

(a) Recruiting staff with the requisite academic qualifications and/or experience

Prior to 2009, Malaysia indicated that it was difficult to recruit staff with correctional science knowledge as no local tertiary institutions offered this discrete course. To resolve this issue, the Malaysian Prisons Department collaborated with local universities to develop a new diploma and post-graduate diploma course in law and correctional science. The priority is to sponsor current officers on these courses as part of their professional development. It is hoped that in the near

future, new applicants who apply for positions in the corrections will have this academic qualification.

Similarly, the Vietnamese Prison Department is currently liaising with the local universities to train its staff in the correctional field. The target for 2013 is that all correctional officers must have a diploma qualification. By 2015, the aim is to have 30-35% of custodial staff with a university degree. Another issue is that the majority of the prisons in Vietnam are located in remote areas. Hence, the challenge is to attract and recruit suitably qualified applicants in education, psychology and engineering, to work in these remote locations.

(b) The smooth implementation of new recruitment policies

In some jurisdictions, the smooth implementation of new recruitment policies is a priority. For example, in 2010, the Correctional Services of Canada (CSC) moved from a regional recruitment model to a national one. This has created some challenges for CSC with respect to the assessment phase, management of the pool of candidates and participation in the Correctional Training Program. The aim is to ensure that there is a consistent centralised recruitment model in conjunction with regional recruitment teams. It is also important to meet the challenges in regional areas such as staffing positions in remote locations and the need for staff who are bi-lingual.

As mentioned above, the priority for Fiji's newly established Human Resource Management Division is to develop and implement its strategies and policies on staff recruitment and training programs. In Japan, its National Personnel Authority recently reviewed its examination criteria and has incorporated martial arts such as *judo* and *kendo* into its examination. In addition, there is a policy to employ more mid-career staff with prior work experience.

(c) The ageing workforce and succession planning

A large number of existing correctional staff are approaching retirement age. In addition, prison population has increased in many jurisdictions. Hence, the challenge is to recruit and train a large number of correctional officers who are suitable to fill these vacancies and meet the demands of the organisation.

In addition, when existing staff retire, they will take with them the knowledge and experience they have gained in corrections. Therefore, it is important for correctional departments to implement succession planning strategies to ensure that the invaluable knowledge and skills are passed to the younger generation. For example, the Fiji Corrections Service is committed to implementing strategies on professional development, monitoring and succession planning to ensure that it has adequate supply of experienced and qualified personnel to carry out its mandated tasks and responsibilities.

(d) Training and developing staff in specialised areas

In many jurisdictions such as Cambodia, Fiji and Vietnam, there is a need to train staff to implement rehabilitation and reintegration programs for inmates. For example, in Vietnam, the focus is to train existing correctional staff and to retain experienced staff. Thus, correctional staff attend regular training courses in humanity, law, English and computer technology.

(e) Retention of staff

The Cambodian General Department of Prison has two main challenges regarding staff recruitment and retention:-

- The current Royal Decree for Prison Officers limits the promotional opportunities for staff. Hence, it is a challenge to retain experienced prison staff as they generally seek employment in other government agencies which offer better career opportunities.
- There is a need to recruit specialist staff to assist in the implementation of rehabilitation programs, and to train and support existing prison staff to the requisite level of expertise.

To overcome the above challenges, the Cambodian Department of Prison has drafted a new Royal Decree to improve the employment conditions and career pathways of prison officers.

Retention of staff is a key challenge for Hong Kong (China). Over the years, it has invested a lot of planning, effort and resources in recruiting and training custodial officers. Thus, the priority is to develop strategies to retain these staff by creating a positive image of the organisation and creating a positive work culture and environment for staff. For example, being awarded for the sixth consecutive year as a “*Caring Employer*” reflects the strong rapport between the Correctional Services Department of Hong Kong (China) and its employees. Furthermore, implementing structured professional development courses have kept officers motivated and enthusiastic. A positive and interactive team spirit has been generated by encouraging officers to be actively involved in community work and social clubs.

5. CONCLUSION

During the agenda item session and the conference week, it was pleasing that delegates shared and discussed openly, the best practices and challenges pertaining to the recruitment and selection of suitable applicants for employment in corrections.

The presentations, written papers and discussions acknowledge that the role of corrections officers has become more complex over the years due to diverse offender population with diverse needs. The role of a correction officer is not limited to the security and discipline of inmates. It also extends to the treatment, rehabilitation, and reintegration of inmates into the community, as well as interacting with community members to promote the image of correctional agencies and to seek their support for inmates.

Correctional officers are important assets to the organisation as they play a critical role in the culture and effective functioning of any prison. Thus, it is important to have strong recruitment strategies and selection processes to ensure that individuals with the right calibre, integrity and professionalism are employed to achieve the vision, mission and values of the respective correctional departments.

It is equally important for correctional departments to implement succession planning strategies to ensure that the invaluable knowledge and skills are passed to the younger generation. It is therefore very timely that one of the Agenda Item topics that will be discussed at the APCCA in 2012 is *“Sharing and adaptability of best practices in correctional administration (including executive-level training and succession planning)”*.

AGENDA ITEM 6

ENGAGING AND COMMUNICATING WITH THE COMMUNITY

1. INTRODUCTION

In the twenty first century, politicians, the media, the public and external accountability agencies expect prisons to be more accountable and transparent than ever before. Community engagement is therefore both a challenge and a necessity. For this reason, several recent APCCA conferences have included a discussion of issues such as 'improving public awareness and support for corrections' (2010) and 'success stories in community engagement' (2009). Delegates to the 2010 conference again selected a similar topic for this conference.

During the conference, Japan, Australia (Western Australia), Hong Kong (China), India, Malaysia and Singapore delivered PowerPoint presentations on this Agenda Item. Written papers were also submitted by Canada, Fiji, India, New Zealand and Vietnam.

The main aim of this Agenda Item was to again share knowledge and experience on how best to communicate and engage with the community. As suggested in the Discussion Guide, the presentations and written papers therefore focused on a case study of a recent community engagement program or initiative by:-

- outlining how the program or initiative came about
- its objectives
- the future prospects of the program or initiative

2. JAPAN

The presentation from Japan stated that the recent efforts by penal institutions to engage with the community stemmed from three perspectives:-

- Transparency in penal operations and administration.
- The need to obtain the knowledge and experience of professionals and volunteers in order to deliver the services required in the correctional field.
- Collaboration with the private sector to service correctional institutions. During the conference week, delegates visited the Kitsuregawa Rehabilitation Program Centre. This was built by the government but some of the services have been contracted to the private sector.

Japan engages with the community in many ways. In the presentation, the following initiatives were highlighted:-

(a) Bringing transparency to penal operations and administration

- *Establishment of a Penal Institution Visiting Committee for each institution* - In 2006, in response to the Correctional Administration Reform Council's proposal, a Penal Institution Visiting Committee (the 'Committee') was set up at each penal institution, consisting of local residents and experts (such as doctors, lawyers and local government officers). The purpose was to deepen the cooperation between penal administrators and the community, and to bring transparency to penal operations.

The Committee is a 'watchdog' regarding the operations and administration of the penal institution. Committee members interview inmates and based upon all the information, provide recommendations to the warden (for example, that the libraries be stocked with more books).³⁹ To be transparent, the Committee's recommendations and the institutions' responses to those recommendations are published on the website each year.

- *Public relations and disclosure of information* - In order to gain understanding, trust and support from local communities, a number of public relations strategies and activities have been developed to advise community members about the role of the Correction Bureau of Japan, correctional administration and the realities of correctional institutions. The strategies and activities include prison visits, releasing information on the Ministry of Justice website and scheduled announcements by regional correctional headquarters.

(b) Gaining knowledge and experience from professionals and volunteers

Over the years, the role of correctional staff is not restricted to merely locking up inmates and ensuring that they are secure. Their roles are more complex and have expanded to the realm of rehabilitation and reintegration. There are inmates with specific needs (such as mental health needs, drug addiction and the infirmed). Generally, correctional staff do not have the expertise to respond to these varied needs.

To overcome the above challenges, Japan has turned to the private sector for assistance to support the rehabilitation and reintegration of inmates in a number of ways. For example:-

- *Guidance on drug addiction recovery to inmates and education staff* - Members from a local private self-help group have provided guidance to inmates to overcome their drug addiction. Education staff from penal institutions have attended sessions

³⁹ In 2010, 645 recommendations were submitted by 77 Committees (372 members). About 60% of the recommendations have been implemented.

to deepen their understanding of drug dependency and recovery. In 2010, 77 penal institutions have entered into arrangements with the private self-help groups to deliver sessions on drug addiction to inmates and staff. This has strengthened the relationship between the private groups and penal institutions.

- *Counselling* – In 2010, about 1,188 volunteers from local communities who had experience in counselling, made 14,585 visits. The voluntary visitors gave counselling on relationship and family issues, hobbies, and employment opportunities.
- *Religious services* – Chaplains and volunteers from religious organisations deliver religious ceremonies and services to inmates. In 2010, there were 1,700 chaplains who delivered 9,979 services to groups and 8,794 to individuals.
- Social workers, career consultants, clinical psychologist, physiotherapists and job assistance staff have provided guidance and support to inmates.

(c) Cooperation with the private sector

In Japan, efforts are being made for regional developments by engaging with the private sector using the *Private Finance Initiative* (PFI) method. Under the PFI method, a wide range of services is entrusted to the private sector pursuant to the *Special Zones for Structural Reform* system. The PFI method is discussed in detail under Agenda Item 4 in this report.

The *Special Zones for Structural Reform* system aims to facilitate reform in areas such as education, logistics, research, development, agriculture and social welfare and to stimulate regional development by undertaking or promoting projects that reflect the characteristics of that local community.

The following examples were given during the presentation:-

- ***Case Study 1 - Mine Rehabilitation Program Centre***

Shiritsu Toyatamae Hoikuen is a city-run children's nursery located in the city of Mine. It was built about 30 years ago and the number of children attending the nursery has been on the decline.

The Mine Rehabilitation Program Centre (the Mine Centre) is currently being refurbished to accommodate female inmates. To maximise the use of resources and refurbishment process, a *children's nursery* is being built within Mine Centre so that it can be used by the local community and managed by Mine city. This initiative is a unique way to promote greater liaison between the local residents and Mine Centre. In addition, a designated *Evacuation Centre* is being built at Mine Centre for the local residents, in the event of a disaster.

Historical sites around Mine city have previously been cleaned up by elderly local residents and volunteers. However, due to a decline in population, prisoners who are on parole have volunteered to undertake the cleaning activities in the city, under supervision.

Case Study 2 - Shimane Asahi Rehabilitation Program Centre

The *Shimane Asahi Rehabilitation Program Centre* (Shimane Centre) was established with the cooperation of the local community members to 'bring hope to the prisoners to have hope for living and something to live for.' Thus, a visitor centre, community garden and a centre which provides advice on raising children have been set up within the Shimane Centre premises to generate positive interaction between the community and those at the Centre.

In addition, the Japan Guide Dog Association has implemented a *Guide Dog Puppy Raising Program* to enable prisoners to take responsibility in training and caring for the puppies (up to the age of 10 months on a 24-hour basis on weekday) and feel that they are contributing to the society in a worthwhile manner. The puppies reside with local residents on week-ends. This structure enables the prisoners and local residents to build a relationship based on trust, with each other.

There has been a shortage of labour to harvest local pears in the local farming areas. To resolve this issue, several prisoners have been sent to work on the farms located about six kilometres from the Shimane Centre. They work throughout the year on the pear farms under the supervision of prison guards. The prisoners perform several tasks such as selecting and harvesting pears, pruning the trees and fertilising the soil. It is hoped that the prisoners will be able to obtain work in the fruit farming industry when they are released from prison and avoid re-offending.

The future challenges for Japan can be identified as follows:-

- increasing transparency in penal operation and administration;
- actively deploying more professionals and experienced volunteers to work in prisons; and
- engaging private companies to devise vocational programs and other training programs which would enhance the employment prospects of prisoners when they are released into the community.

3. AUSTRALIA (Western Australia)

The presentation from Western Australia showcased its *Regional Youth Justice Services* which provides services and support to Aboriginal communities in regional areas to address the causes of youth offending. According to the Department of Corrective

Services of Western Australia's (DCS) statistics for October 2011, there were 184 young people in custody (sentenced and on remand). This comprised of 168 males and 16 females, of which 60 percent were Aboriginal males and 81 percent were Aboriginal females.

The *Regional Youth Justice Services* (RYJS) came about as a result of the following factors and series of events:-

- (a) In 2005, it was acknowledged that 'Aboriginal young people from the Goldfields and Mid-West Gascoyne regions faced a dire social justice environment'. Statistics indicated that the number of young Aboriginal people held in detention and on remand was much higher than young non-Aboriginal people. Of the total number of youths held in detention, 76% were Aboriginal and 24 percent were non-Aboriginal. Of the total number of youths who were held on remand, 66 percent were Aboriginal and 34 percent were non-Aboriginal.
- (b) The local communities in the Goldfields and Mid-West Gascoyne wanted respite from juvenile crime and wanted young people 'off the streets'. However, the Aboriginal communities in these areas were concerned that their young people were incarcerated in Perth and hence, were taken physically away from their families and Aboriginal communities.⁴⁰
- (c) An alternative strategy was devised to incorporate community-based early intervention and diversionary services which would:-
 - improve community safety by diverting young people from the criminal justice system;
 - give families the requisite support and skills to manage the behaviour of their young people; and
 - retain young people in the regional schools and communities.

Importantly, the aim was to deliver the above services and support to the Aboriginal youths in their own homes and Aboriginal communities, and thereby diverting the Aboriginal youths from the criminal justice system.

In 2008, the RYJS commenced operations in Kalgoorlie-Boulder and Geraldton comprising the following:-

- Youth and Family Support Service
- Bail diversion service
- Emergency bail accommodation service
- Juvenile Justice Teams with an in-house police officer
- Youth justice officers

⁴⁰ According to the 2005 statistics, of the total number of sentenced youths held in Perth, 64% were Aboriginal. Of the total number of youths held on remand in Perth, 62% were Aboriginal.

- Dedicated psychological service

The RYJS has received praises from various stakeholders as it has achieved the following positive outcomes:-

- About 500 families have accessed the services.
- Young Aboriginal offenders have been diverted from the criminal justice system as the number of police cautions in both regions has increased by 77 percent and police referrals to Juvenile Justice Teams have increased by over 100 percent.
- No young person eligible for bail has been remanded to the remand centre in Perth and admissions from both regions have decreased by 32 percent.
- The number of cases handled by staff has decreased.

In 2009, a process evaluation revealed that stakeholders were accepting of the RYJS. However, it was acknowledged that the effectiveness of the service could be improved. Thus, an outcome evaluation is currently being conducted to assess whether the RYJS has delivered and achieved its intended services and outcomes, and whether it has reduced the overall representation of Aboriginal youths in the justice system.

Importantly, the Western Australian delegate stated that families who have accessed RYJS services now have greater confidence in DCS in delivering services which meet their needs. Consequently, the RYJS is currently being expanded across Western Australia.

4. HONG KONG (CHINA)

In 1998, the Correctional Services Department of Hong Kong (China) (HKCSD) established a Rehabilitation Division to better coordinate rehabilitation policies and program development. In 1999, an Advisory Committee⁴¹ was set up to reach out to the community for support. On the Committee's advice, a series of public education and publicity campaigns have been carried out to appeal for public acceptance and community support for rehabilitated persons as rehabilitative work *'is a collective responsibility of the whole community; it requires the involvement of all citizens'*.

Thus, providing public education is a long-term commitment by HKCSD to solicit community support for offender rehabilitation and crime prevention. To achieve this, HKCSD targets five community groups: (a) students and youth groups; (b) academics; (c) district and community organisations; (d) employers; and (e) the general public.

⁴¹ Consisting of community leaders, employers, education workers, professionals, NGOs and government representatives.

(a) Students and youth groups

HKCSD has been undertaking the following public education initiatives for students and youths:-

- In 1993, the *Personal Encounter with Prisoners Scheme* was introduced whereby students and youths visited correctional institutions and discussed with offenders, regarding their experience. The Scheme aimed to prevent delinquency, increase public acceptance and support for rehabilitated offenders. It helped offenders to develop a positive self-image and confidence through information sharing. Between 1993 and 2011, more than 51,700 youths have participated in the scheme.
- Since 2003, the *Options-in-Life Student Forums* provided opportunities for secondary students and rehabilitated offenders to discuss about the serious consequences of offending. In March 2010, a Student Forum was held for 2,500 students, teachers and social workers in 32 secondary schools, with the theme of combating drug abuse and the consequences of committing crimes. Participants also discussed crime prevention and offender rehabilitation.
- The *Green Haven Scheme* commenced in 2001 to promote anti-drug messages. Since then, about 6,800 secondary students and youths have visited the Drug Addiction Treatment Centre to discuss with the young offenders about the consequences of drug abuse.
- *Education Talks* are held on the criminal justice system, consequences of committing crime, and anti-drug use.
- *Visits to the Hong Kong Correctional Services Museum* are conducted regularly.

In 2008, the above projects were consolidated under one umbrella called *Rehabilitation Pioneer Project*.

(b) Academics

HKCSD has been collaborating with university academics in a number of ways:-

- *Continuing Education for Offenders* – The project enables academics from universities to assist offenders in pursuing tertiary education.
- *Rainbow Reading Award Scheme* – Members from universities, teachers' associations and NGOs have worked voluntarily to cultivate a positive reading habit amongst offenders.
- *Risks and Needs Assessment and Management Protocol for Offenders* – The Protocol is a scientific and evidence-based approach to offender management and rehabilitation. Since 2006, the HKCSD has been collaborating with a local university on this Protocol, with the aim of delivering rehabilitation programs to offenders in a targeted and effective manner. A new project has also been developed for sex offenders. A Treatment Advisory Panel has been set up to provide advice on

benchmarking the rehabilitative services and treatment programs with international standards.

- *Specialist Training for custodial staff* – Professionals have been invited to train and update front-line staff in specialist areas such as psychology, social work and counselling in order to implement rehabilitative services relating to sentence planning, program matching and community supervision.

(c) District and Community Organisations

At the district level, HKCSD has been undertaking joint publicity projects with 18 *District Fight Crime Committees* by giving advice and sponsoring publicity campaigns and activities. The activities include roving exhibitions, fun fairs and sharing sessions on offender rehabilitation.

HKCSD liaises closely with NGOs and religious bodies in a number of ways:-

- Under the *Continuing Care Project*, rehabilitated offenders are referred to the enlisted NGO in a voluntary basis a few months before the expiry of their statutory supervision period. The NGO provides counselling, employment and education guidance, financial assistance and hostel accommodation. About seven NGOs have been enlisted. More than 1,400 cases have been referred to the NGO.
- *NGO Forum* – The Forum is held on an annual basis and provides a platform for HKCSD, NGOs, religious bodies and academics to exchange views and share their experiences. In 2010, more than 210 representatives attended the Forum. In addition, further discussions and interactions can be held on HKCSD website.
- *NGO Service Day* – The biennial program was held in 2007 and 2009 with the aim of appealing to the public to volunteer their support in offender rehabilitation work.
- *Newsletters* are distributed regularly to offenders, their families, NGOs and community leaders to inform them about the various activities and campaigns organised by HKCSD for rehabilitated offenders.

(d) Employers

It is important for inmates to have access to vocational training courses during their incarceration period and employment opportunities upon the release into the community. Thus, since 2001, HKCSD has organised five *Symposia on Employment for Rehabilitated Persons*. In 2010, more than 200 representatives from 80 companies, merchant and trade associations attended the symposium to exchange views on the importance of offering employment to rehabilitated persons and the difficulties they experience in gaining employment upon their release.

In addition, members from merchant and trade associations have been invited to visit correctional institutions. A pilot project called "*Give Offenders A Chance' Job Fair* was held in August 2011 which was attended by 26 business organisations. About 245 jobs

were offered to offenders in areas such as retail, food and beverage, electrical and engineering, construction and transport. This enabled employers to fulfil the social responsibility by providing them with equal opportunity employment.

In 2008, the HKCSD entered into a partnership with a catering operator and NGO called the *Rice Dumpling Production Project* to set up a food manufacturing workshop and employment opportunities for rehabilitated persons. To date, about 80 offenders have participated in the project and received basic training in food safety and hygiene. Nineteen of them have subsequently been employed as assistant kitchen workers at the food manufacturing workshop, and 54 obtained employment in the food and beverage sector.

As a result of the above initiatives, there are currently over 200 employers who have offered employment opportunities to rehabilitated persons. To encourage their continued involvement and to recognise their invaluable role, the HKCSD presented 59 *Caring Employer Awards* in 2010.

(e) Public

Among the general public, the offender's family is considered to be one of the most important persons affecting the offender's rehabilitation. It is important for offenders to maintain regular contact with their family members and also for them to understand the role they can play towards the success of the rehabilitation and reintegration of the offender.

A number of initiatives have been implemented including the following:-

- *Video Visit Scheme* to facilitate visitors who are aged, pregnant or physically disabled to communicate via video-conferencing systems.
- Family members are invited to visit correctional institutions to be informed about correctional programs and rehabilitative facilities.
- The *Inmate-Parent Program* enables young offenders' parents to attend group sessions at the institution. The offenders and their parents are encouraged to identify any problems in their family relationships, re-define their roles and to rebuild a health family bond.
- The media provides an effective method of conveying the offender rehabilitation message across the community. Thus, since 2000, the HKCSD has produced five series of *television documentary drama* which focuses on the struggles faced by ex-inmates in the community. The 2009 series has won six overseas awards in television program production.
- A number of *TV Variety Shows* have been produced since 1999. The show was well received by the general public and became one of the most popular publicity activities on offender rehabilitation. The HKCSD will be organising another variety show and docu-drama in late 2011.

- Another initiative is the *Appointment of Rehabilitation Ambassadors*. Famous artists and renowned athletes attract media attention and the general public. Hence, they are appointed as ambassadors to participate in publicity activities organised by HKCSD.
- The *Correctional Services Department Rehabilitation Volunteer Group* was formed in 2004 and now has over 100 members consisting of professional, retirees, university students and homemakers. They address the emotional, educational, social and recreational needs of offenders by conducting interest groups on languages, computer studies and other cultural activities.
- Other initiatives include young offenders participating in events such as *Oxfam Trailwalk* and *East Asian Games*. The annual *Autumn Fairs* enables offenders to sell their hand-made products and donate the money to charitable organisations. In 2010, about HK\$530,000 was donated to 40 local charitable organisations.

Since the establishment of the Rehabilitation Division in 1998, the HKCSD has proactively and successfully gained public acceptance, understanding and support from community members by implementing initiatives that are transparent and open-minded to diminish the myths about prisons and inmates. However, the success of the initiatives did not occur overnight. It evolved gradually over the years and has resulted in HKCSD forming close partnerships with the numerous community, business and voluntary groups.

The HKCSD's aim is to continue networking and collaborating with the community in order to enhance the mutual trust, assistance and reciprocity between the community and the rehabilitated persons. Importantly, the HKCSD will continue to monitor and review its projects and initiatives to promote greater community support for offender rehabilitation and to build a safer and more inclusive society. As stated in the presentation, "the success of an offender's rehabilitation depends on the chance given by the community."

5. INDIA

In 1972, the Ministry of Home Affairs of India appointed a *Working Group on Prisons* to bring uniform prison reforms throughout the country. The Working Group's report of 1973 highlighted the need for a National Policy on Prisons which resulted in the establishment of the *All India Committee on Jail Reforms* in 1983. Finally, in 2007, a *National Policy on Prison Reforms and Correctional Administration* (National Policy) was produced. During the presentation, India acknowledged that prisoners were shunned by the community and hence, it was important to have a correctional system which facilitated the reintegration of prisoners into the community and prevented them from re-offending.

In light of the National Policy, the State Governments in India have been undertaking a number of initiatives and strategies to meet this objective. They include the following examples:-

- (i) Community-based sentences should be implemented as alternatives to imprisonment. The State of Gujarat was the first to consider Community Service Orders (CSO) as an alternative sentence to imprisonment, followed by the State of Andhra Pradesh in 2010. CSOs are 'non-custodial punishment awarded by the Court where the offender is required to render unpaid services for the benefit of the community.'⁴²

CSOs apply to minor offences where the offender has been sentenced to imprisonment for not more than 12 months. The court specifies the duration of the CSO (maximum is 12 months), the nature and hours of community work which the offender has to complete, together with any other conditions. CSOs promote a positive rehabilitation process for offenders by enabling them to reside with their families and make reparation to the community. Working in the community instils positive attitudes and conduct in the offender.

- (ii) A number of instructors have been engaged to deliver vocational training programs for inmates in areas such as handicraft which would assist them to secure gainful employment upon their release from prison.
- (iii) The prison department has embarked on numerous intensive public education strategies with the following goals:-
 - inform the general public about the aims and benefits of implementing the various correctional programs, and the activities conducted by the department;
 - justify the need to invest in these programs in order to reduce the recidivism rate and protect the safety of the community;
 - change the negative attitude of society towards offenders;
 - generate public support for correctional and rehabilitative programs; and
 - stimulate interest and generate participation from well-known citizens.
- (iv) A number of community based correctional programs have been implemented with the objective to 'motivate and help the offender to re-assimilate himself in the society as a normal individual after his release' and thereby protect the safety of the community. For example:-
 - Currently, there are more than 60 non-governmental organisations working with the prison department to provide services that assist in the prisoners' reintegration into the community.

⁴² For more information about CSOs in India, please see N Morgan and I Morgan, *Report of the Proceedings of APCCA, 2010*.

- Social workers, individuals and rehabilitated offenders offer counselling, recreational and religious services to prisoners. They also provide social service, and assistance in employment and accommodation matters.
- (v) Voluntary organisations (NGOs) are involved in delivering adult education programs; free legal-aid assistance; recreational and cultural activities; promoting sale of products made by inmates; and health camps for general medical checkup of inmates. Participation by NGOs helps to bring transparency in the prison system.
- (vi) *'Friends of Prisoners' Groups* have been established to encourage community members to assist in the following activities:-
- organize functions on national days and festive occasions
 - provide reconciliation support between inmates and their families
 - provide foster homes for the inmates' dependent children
 - collecting and providing reading materials (books, magazines and journals) for inmates
 - visit the inmates
 - provide counseling and guidance to inmates
 - deliver talks to inmates on moral and social issues
- (vii) The following types of after-care assistance are being given by NGOs:-
- subsistence money to cover initial expenses upon release from prison
 - provision of food and temporary accommodation
 - assistance in securing suitable apprenticeship or employment
 - obtaining tools and equipment to start a trade
 - assistance and starting a cottage industry (for example, to set up a small business or stall)
 - liaising with family members, employers, neighbours and police to assist the inmate's reintegration into the community
- (viii) There is a need to develop further assistance to the released prisoner and their families in family in other ways such as assistance in financial planning and budgeting; motivating them to improve their skills and undertake vocational training; and access to medical treatment on a long-term basis (for example, for tuberculosis, leprosy, cancer and venereal diseases).
- (ix) Upon release from prison, a Welfare Officer is assigned to the released prisoner for one to five years. The Welfare Officer provides six-monthly reports which outlines the ex-prisoner's adjustment and progress in the community through interviews and correspondence.

The Indian prison system has been under the close scrutiny of the judiciary for a long time, and the active participation of NGOs in various prison programs have contributed positively to the rehabilitation and reintegration of prisoners into the community.

In conclusion, the paper from India referred to Shri Mahatma Gandhi's statement that: "*Crime is an outcome of diseased mind and prisons are considered as hospitals for their treatment and care.*" Thus, India is of the view that it is important for the prison system to be more open and transparent.

6. MALAYSIA

A Case Study – *Community-based Rehabilitation Program*

As with other countries in the Asia-Pacific region, the initiatives adopted by the Malaysia Prison Department to engage with the community, has been strongly influenced by the new concept of rehabilitating the offenders. Thus, efforts have been channelled to rehabilitate offenders to assist their gradual reintegration into the community, as law-abiding citizens.

During the presentation, the Malaysian delegate showcased its *Community-based Rehabilitation Program* (CBR Program) as an initiative to engage and communicate with the community for the betterment of released prisoners and to reduce the crime rate.

(a) **The policy and strategy underlying the *Community-based Rehabilitation Program***

Crime prevention is one of six major policy areas that the Malaysian Prime Minister has identified to improve the governance of the country. This policy has impacted on the criminal justice system and thereby the role of the Malaysia Prisons Department (MPD) to reduce the recidivism and crime rate.

To implement this policy, the MPD developed the CBR Program in collaboration with the government. The aim of the CBR Program is to enable eligible inmates to perform meaningful work in the community, and guide and assist them to be law-abiding citizens during the rehabilitation and reintegration into the community. Consequently, it is hoped that through this initiative, the recidivism and crime rate will decrease.

In March 2011, the Malaysian Prime Minister officially launched the first CBR program at an army camp in a district in Johor (a state in Malaysia) for 200 inmates to enable them to work in the community, under the supervision of prison and army personnel. Establishing new programs generally requires a lot of funding. However the Prime Minister noted that the smart partnership between the MPD and the army showed their ability to create and implement innovative programs at a minimum cost (this is called the *Blue Ocean Strategy*). Implementing the CBR program at the army camp avoided the

need to build a new prison and thereby resulted in huge saving cost to the Government⁴³ and the respective agencies involved.

Between May and July 2011, the CBR Program was implemented in four army camps around Malaysia.⁴⁴ One camp had 400 prisoners participating in the CBR Program whilst another camp had 200 prisoners. The existing accommodation blocks at the camps were declared by the Home Affairs Minister as prisons for the lawful detention of inmates participating in the CBR Program. The CBR Program has generated strong partnerships between the MPD and the army in their efforts to rehabilitate the inmates and reduce the crime rate.

(b) Eligibility criteria for the CBR Program

Inmates (local and foreign inmates) who wish to participate in the CBR Program have to satisfy a stringent selection process for evaluation and recommendation by a prison committee, and approval by Prison Headquarters. Only inmates with the following criteria are eligible to participate in the CBR Program:-

- successful completion of Phase 1 of the Prisoner Development Plan (6 months duration)
- not serving a sentence for a grave offence (such as murder, rape or drug offences)
- a minimum of 24 months remain before the inmate's release date
- local and foreign inmates are eligible
- have not committed any offences whilst in prison
- have undergone psychological assessment and urine test for drugs
- no outstanding charges or pending cases
- participation in the CBR Program is voluntary
- evaluated and recommended by the prison committee and approved by Prison Headquarters

(c) Features of the CBR Program

The CBR Program has the following features:-

- Inmates work from 8am to 5pm, five days per week under the close supervision of prison officers. Army personnel provide support by guarding the perimeter of the camp.
- An insurance scheme operates during the inmates' participation in the program.

⁴³ It costs about RM50 million to RM60 million to build a prison.

⁴⁴ They include districts in the states of Johor, Kedah, Kelantan, Negeri Sembilan and Pahang.

- Inmates are paid RM\$20 per day. They are allowed to spend two-thirds of their wages and save the balance for their release. Inmates also send part of their earnings to their families.
- Inmates work in agricultural and fish-breeding projects. Other work includes landscaping, cleaning, plumbing and repairs.
- One-hour family contact visits are held once a week on week-ends. In addition, inmates maintain regular contact with family and friends by telephone and mail. As some of the army camps are in remote areas, special homestay facilities have been set up for family members to stay overnight.
- Inmates engage in sporting, recreational and spiritual activities under supervision by prison and army personnel.
- During the program, inmates are required to attend moral, spiritual and vocational courses conducted by prison and army personnel as well as NGOs and other agencies to ensure that they are able to meet the challenges upon their release from prison. The types of vocational courses offered include motor mechanic, air conditioning, basic computing, hairdressing and reflexology. Certificates are issued on successful completion of these courses.

(d) Benefits of the program

Although the CBR Program is in its infancy stage, the actual and potential benefits of the program can be identified from three perspectives:-

(i) Inmates

- provides opportunities for inmates to work in the community and reintegrate into the community, albeit under supervision
- builds a positive attitude in the minds of inmates as they are contributing positively to the community by performing meaningful work
- motivates the inmates to 'turn into a new leaf' and not to re-offend
- the income generated can be used to assist family members
- inmates are no longer regarded as a burden or a shame by their families
- enhances the inmates' employment opportunities when they are released from prison

(ii) Community

- creates an awareness in the community that the role of the prison is not limited to incarcerating the offenders but extends to rehabilitating offenders and assisting in their reintegration into the community
- generates public acceptance of prisoners and removes the negative stigma attached to inmates

- provides opportunities for community members to participate in the rehabilitation and reintegration process of prisoners
- the recidivism rate is reduced and community safety is enhanced

(iii) *The country as a whole*

- creates productive individuals
- reduces social problems and the crime rate
- reduces costs associated with managing a prison
- maximises the use of resources and infrastructure which reduces overall operating costs to the MPD and army by re-locating inmates to the army camps
- generates income (about RM2.2 million) for the agricultural and fishery industries

In conclusion, the Malaysian Prison Department will continue to collaborate actively with the military in this initiative with the aim of reducing the recidivism rate and ultimately to create a safe environment for the community in Malaysia.

7. SINGAPORE

The presentation from Singapore focussed on its Community Outreach Project (COP) which commenced in September 2010. This initiative is unique as community support and assistance is provided to the offender's family members when the offender is incarcerated.

The objectives of COP include the following:-

- Offering assistance and support to family members at the early stage of an offender's incarceration. This enables early detection of families who are facing difficulties so that the appropriate assistance can be provided at an early stage to reduce dysfunctions within those family units.
- Through COP, family members are able to cope with the emotional and financial difficulties and uncertainties arising from the offenders' incarceration. This stabilises the family unit and enables them to provide continued support to the offender in his/her rehabilitation.
- As the inmates are aware of the community support to their families, the inmates have a greater peace of mind and therefore, are able to focus on rehabilitation and reintegration during their incarceration period.

The COP is a joint collaboration between government agencies and community partners.⁴⁵ The Singapore Prison Services maintain oversight and overall coordination of the COP. The COP's key community partners are the Singapore Corporation of Rehabilitation Enterprises (SCORE), the Singapore Anti-Narcotics Association (SANA), the Singapore Corporation of Rehabilitative After-Care Association (SACA) and the Grassroots Organisations (GROs) of various local communities.

The SCORE is the overall coordinator for the GROs. It also provides the day-to-day running of COP and is the link between the Singapore Prison Services and GRO volunteers. In addition, SCORE monitors progress, organises quarterly case conferences and provides support to GROs. SACA and SANA conduct training programs for new volunteers. GROs consist of volunteers from 87 districts, but currently, there are seven participating districts in COP. Through COP, the GROs reach out to the inmates' families in the respective districts and link them to social services agencies for assistance.

Offenders who reside in a participating district are eligible to access the COP. The support and assistance provided to the offender's family include:-

- home visits by GROs
- linking family members with the appropriate governmental and social services agencies
- follow up sessions
- access to Community Visit Facilities where families can communicate with the inmate via video-conferencing. This provides greater convenience to family members especially the elderly who are unable to travel to the prison

As at July 2011, 131 offenders have accessed COP, 90 home visits have been conducted and 40 families have requested further assistance. Further engagement with the community are being organised in collaboration with the *Yellow Ribbon Project*⁴⁶ and GRO to recruit more volunteers. The COP has been operating since September 2010 in seven districts and there are plans to expand the initiative to the remaining 80 districts. An evaluation on the support services that the COP offers and its effectiveness on the recidivism rate of offenders is in the pipeline.

The Singapore Prison Services (SPS) has traditionally liaised with social service agencies to work with the offenders and their families by providing *aftercare* support. However, with COP, the offenders and their families are approached at the early stages of the offenders' incarceration so that any problems encountered by the offenders and their families can be 'nipped in the bud' before they escalate any further. In addition, the volunteers are able to assess the specific needs of the families and provide the

⁴⁵ The COP was modelled after the 'WE CARE Program' was piloted by community leaders and grassroot volunteers in 2007 to provide financial and social supports to offenders' families in collaboration with other governmental and social service agencies.

⁴⁶ For more information about the *Yellow Ribbon Project*, please see N Morgan and I Morgan, *Report of the Proceedings of APCCA, 2010*

appropriate support services throughout the offender's incarceration period and during the reintegration process.

The SPS acknowledges that COP provides an important seamless support structure to offenders and their families and therefore, it is crucial to tap extensively into community resources. With strong community support, SPS 'hopes to further enhance the initiative, and in doing so, move a step closer towards reducing the re-offending rates of offenders.'

8. THE WRITTEN PAPERS

Written papers were submitted by Canada, Fiji, New Zealand and Vietnam.

(a) CANADA - *Federal Community Corrections Strategy: Vision to 2020*

In 2009, the Correctional Services Canada (CSC) made a commitment to community partners, to develop a Federal Community Corrections Strategy (the Strategy) that would guide the CSC's community corrections activities to 2020. Since then, a Working Group comprised of internal and external stakeholders, has met on a monthly basis to coordinate and evaluate national and regional engagement activities with stakeholders and partners.

Between September 2010 and April 2011, about 200 engagement activities were conducted throughout the country. Presentations were delivered to stakeholders and the general public to provide an overview of the CSC's mandate, offender profile, programs and interventions, and community corrections strategy. Teams were established to support the engagement of partners and stakeholders, including victim services, Aboriginal and ethno-cultural community representatives, service providers and offenders.

The feedback received has enabled CSC to develop and launch its *Federal Community Corrections Strategy: Vision to 2020* in October 2011 which reflects the needs, concerns and suggestions of the participants. They include the following outcomes:-

- articulated CSC's community corrections Vision and Mandate
- identified the needs of specialised groups of offenders (such as female offenders, offenders with mental health needs, gangs, and Aboriginal offenders)
- identified priorities for staff, offenders, partners, stakeholders and Canadians
- defined the roles, responsibilities, expectations

As a consequence, it is expected that there will be greater operational consistency in service and program delivery across Canada. This would place CSC in a better position to define and measure outcomes for community corrections.

(b) FIJI - “Yellow Ribbon Project – A Case Study based on the Fiji Context”

The history of the yellow ribbon began in the 17th century when women tied a yellow ribbon around a tree, the doorway or their husband’s waist to represent their love to their husband only. The idea of the *Yellow Ribbon Project* (YRP) was originally launched by the Singapore Prison Services in 2004 to highlight the possibility of the community giving a second chance to ex-offenders who have been released into the community.⁴⁷ In October 2008, the Fiji Correction Service officially launched its YRP to coincide with the Heads of Pacific Island Correctional Conference (HOPICC). The YRP serves as a vehicle to educate the general community including families of offenders, corporate sectors, and government agencies that the successful rehabilitation and reintegration of an offender back into the community is the best security for society. The underlying rationale of the project is to generate acceptance and forgiveness from the community towards offenders, ex-offenders and their families.

Since its launch, the YRP has been embraced by the whole community, and the onus is now on the ex-offenders to be law-abiding citizens and to respect the rights of community members in order to make Fiji a peaceful and safer country. The YRP has benefited the Fiji Correction Service as well as the community in the following ways:-

- Community members are more aware of the role of the Fiji Correction Service in addressing the needs of prisoners.
- Ex-offenders are offered employment by business organisations.
- Staff from educational institutions are involved in rehabilitation programs for prisoners.
- Members of religious groups are involved in providing spiritual guidance to prisoners.
- Young offenders are able to participate in Creative Arts Classes to express themselves through dancing, poems and writings.
- Paintings and art work by prisoners are being sold.
- The Government has agreed to provide \$100,000 funding every year for the project.

The Fijian community embraces a unique system of values and beliefs – namely, family values; cultural and traditional beliefs; and religious beliefs. These values and beliefs form the essence of the YRP and hence, have struck a unifying cord with its people to forgive and accept individuals who have offended by giving them a second chance in life.

In 2011, the Fiji Correction Service’s Rehabilitation Unit conducted an evaluation of the YRP for the period 2008 to June 2011. It was found that 78% of the general public had a

⁴⁷ See See N Morgan and I Morgan, *Reports of the Proceedings of APCCA of 2007, 2008, 2009 and 2010* for more information about the *Yellow Ribbon Project* in Singapore.

general understanding of the Project. To generate greater public awareness of the YRP, a partnership has been formed between the Fiji Correction Service and the Fiji Police Force with the aim of reducing crime and the rate of recidivism. This has resulted in village elders playing a proactive role in youth development and the need to foster a peaceful environment for the community.

Thus, the future prospect of the YRP is positive with the joint collaboration of the Fiji Correction Service and the Fiji Police Force in promoting the project to the rest of the Pacific Islands over the next few years.

(c) NEW ZEALAND

The New Zealand paper highlighted how its Department of Corrections staff assisted the community in the aftermath of the earthquakes in Christchurch.

(i) *The Christchurch Earthquake of 4 September 2010*

The first earthquake was of a magnitude of 7.1 and caused widespread damage to buildings and infrastructure in the region, with no direct fatalities as the earthquake struck at 4.35am.

The earthquake damaged three prisons in the region.⁴⁸ This required the temporary transfer of about 700 prisoners to regional prisons with corrections staff working in collaboration with Defence Force and Police. A number of Community Probation Services Centres were damaged and staff were deployed to mobile office units to maintain the delivery of core services to ensure public safety.

Despite having the above matters to deal with, the Department of Corrections offered its assistance to the community by collaborating with various government and non-government agencies (such as the Red Cross, Federated Farmers and Civil Defence) to coordinate the recovery work.

After the earthquake, there were about 2,400 offenders serving community work sentences. These offenders were divided into community work teams and were supervised by Community Probation Services. Each team assisted the Christchurch community by clearing debris. The Department of Corrections also established a free-to-call phone line for people in Christchurch to call in with job requests for offenders on community work.

⁴⁸ The three prisons in the Canterbury region included Rolleston Prison, Christchurch Men's Prison and Christchurch Women's Prison.

(ii) *The Christchurch Earthquake of 22 February 2011*

The second Christchurch earthquake struck at 12.51pm with a magnitude of 6.3. As it struck during a busy working day, there were 181 fatalities and widespread injuries, including severe damage to buildings and infrastructure.

- *Support to Corrections Staff in Christchurch:*

Emergency Operations Centres were set up at national and regional levels, to respond to the initial operational impact of the earthquake. This enabled the Department to focus on the safety and welfare of staff, ascertain the status of facilities and to plan for the continued delivery of core services to ensure public safety. Support for staff included the following:-

- ✧ A database was set up to identify the degree to which corrections staff were affected by the earthquake and their ability to perform their work. Staff were provided with special leave, salary advances and flexible working hours. In addition, about 80 staff from other regions assisted their Christchurch colleagues by covering prison work shifts and managing community-based offenders.
- ✧ A support centre was set up at a prison in Christchurch to provide staff with bedding, clothing, food, water, medical care and insurance advice.
- ✧ A “Give Your Mates a Day” initiative was conducted whereby about NZ\$200,000 was generously donated by corrections staff to assist their Christchurch colleagues.

- *Christchurch Recovery Team:*

The Department established the *Christchurch Recovery Team* (“the Team”) to continue the recovery effort and to return the Department’s operations to a state of normality. The Team formed a recovery plan consisting of six work streams – namely, staff support, service enhancement, community support, developing new approaches, incident readiness and communications.

- *Community Initiatives:*

The Department to provide assistance to the community in the following ways:-

- ✧ Prisoners were transferred to another prison in order to free up accommodation for Civil Defence personnel, emergency services workers and volunteers.
- ✧ As the Court buildings in Christchurch were closed, a temporary facility was set up at the Christchurch Men’s Prison to help the courts running.
- ✧ The prisoners prepared about 350 meal packs for those at welfare centres. In addition, about 500 vegetable packs and 5,000 food parcels packed by prisoners were sent to the welfare support agencies.

- ✧ The Department provided a shipping container of pandemic supplies to the Civil Defence. Prisoners also packed about 5,000 sanitation packages which were sent to the welfare agencies for distribution to the community.
- ✧ Surplus bedding was donated to the community.
- ✧ About 15 Corrections Officers were seconded to Police for a month to assist with prisoner escorts and security duties at the police station. This enabled police to focus on frontline policing duties in Christchurch.
- ✧ *Community Probation Services:*

Following the second earthquake, only three out of the ten Community Probation Services Centres remained operational. Thus, staff had to work from campervans fitted with IT equipment, and from police stations. They also worked closely with an electronic monitoring company and the police to ensure delivery of core business and public safety. Offenders serving community work sentences were enlisted to assist with the earthquake clean up. The Department also provided staff at welfare centres with information and photographs of former and current sex offenders in order to ensure public safety.

- *Lessons learned from the earthquakes:*

The two earthquakes in Christchurch have highlighted a number of issues which are being addressed by the Department:-

- ✧ Increasing the flexibility of probation officers to work as mobile operators using laptops and other mobile technologies.
- ✧ The damage to buildings and infrastructure as a result of the earthquakes has raised the immediate and long term need for people with construction skills. The Department has established training workshops for about 160 prisoners to learn specific trade skills such as painting, plastering, plumbing, drain laying and welding. These prisoners will complete their qualifications in early 2012, and this will place them in a better position to gain employment in the community as the earthquake recovery and rebuild progresses.

In conclusion, although both earthquakes had a significant impact on the Department's frontline operations, the Department was able to respond quickly and effectively to the devastating situation. By working closely with government and non-government agencies in the recovery process, the public perception of the Department has changed in a positive way. The community is more aware of the role of the Department in corrections and ensuring public safety in times of emergency, and how the corrections staff and prisoners can assist the community. In addition, the Department and corrections staff have learned that through a spirit of compassion and cooperation, they can work effectively together by forming a more integrated Department as a whole.

(d) VIETNAM

On 1 July 2011, a new law was enacted which included the initiative to ensure the involvement of agencies, organisations and individuals and families in the rehabilitation of offenders. In order to implement this initiative, the following measures have been taken:-

- Once an offender is admitted to a prison, prison officers have to provide feedback about the offender's location and status to the courts and the offender's family, at least once every six months.
- During their sentence, offenders are allowed to communicate with their close relatives once a month (three hours maximum). In addition, offenders maintain contact by mail and telephone.
- In some cases, meetings are held between prison authorities, family members and local authorities to provide information about the prisoner and to discuss his/her rehabilitation and vocational training. These meetings enforce the important role which families can play in the rehabilitation process and they become more tolerant, understanding and forgiving of the offenders. This in turn helps to lift the spirit of the offenders to self-reform and be optimistic of the future.
- It is compulsory for prisoners to attend vocational training programs and work programs during their incarceration period, so that they can obtain the necessary skills to enhance their employment prospects upon their release from prison. The programs include forest plantation and handicraft. Currently, a pilot project is being trialed to encourage companies to recognise the qualifications obtained by prisoners who have completed the vocational training courses so that they can obtain gainful employment upon their release.
- The Prison Department has suggested to the Government to enact a resolution to raise public awareness, participation and support of community members during the offenders' rehabilitation process and reintegration into the community.

The Prison Department of Vietnam recognises that the rehabilitation of offenders is a very challenging and complicated process. It is important that the rehabilitation process commences as soon as the offender enters the prison system and continues when the offender is released into the community. However, to ensure that the ex-offender becomes a law-abiding citizen, there must be laws to implement the rehabilitation/reintegration process with support from family and community members.

9. CONCLUSION

The PowerPoint presentations and discussions held during the Agenda Item session revealed that there are many positive benefits in engaging with the community from the perspective of the offender, the offender's family and the general community. The benefits of engaging with the community can be summarised as follows:-

(a) Benefits to the offender and family members

- generates community acceptance of the offender;
- generates community support for the offender and his/her family members;
- removes the stigma faced by offenders upon release;
- offenders benefit from knowing that their families are being assisted;
- settled behaviour from offenders in prison;
- family members are given assistance and support regarding the rehabilitation and reintegration of the offender; and
- reduces re-offending and recidivism rates.

(b) Benefits to the community:

- builds stronger relationships between the community, offenders and correctional departments;
- safer community;
- realisation that community members can play an invaluable role in the rehabilitation and reintegration of offenders into the community which can benefit the general community as a whole; and
- the role of correction departments is open to scrutiny, transparency and accountability.

The paper from New Zealand showed a different perspective of engaging with the community in the aftermath of the earthquakes in Christchurch. It showed the resilience of correctional staff and prisoners in helping the Christchurch community during the recovery process, and the support for each other in times of need. It also showed the need for inter-agency collaboration and the types of support/services which each agency can offer to one another and to the community. Importantly, the New Zealand paper highlighted the importance of having disaster management strategies and preparedness⁴⁹ Similar lessons can be learned from the Specialist Presentation by Japan regarding the aftermath of the tsunami and earthquake on 11 March 2011 (please see Appendix O).

In conclusion, the rehabilitation and reintegration of offenders is a challenging task. Its success requires strong social supports, and correction departments need to continue to leverage support and assistance from the community by developing effective communication strategies and be proactive in their engagement with community members.

⁴⁹ For example, officers need to be mobile and be equipped with laptops; providing vocational training in plastering and plumbing to prisoners; transferring staff to areas of need and working on rotation; and maximising the use of resources for catering and accommodation.

AGENDA ITEM 7

RESPONDING TO CHANGING OFFENDER PROFILES

1. INTRODUCTION

Over recent years, many APCCA delegates have commented that the profile of prisoners is changing and becoming more complex. The main aims of this Agenda Item were:-

- (i) to understand how the profile of offenders is changing in different countries and the challenges this has created; and
- (ii) to consider some specific examples of measures that have been taken to respond to those changes.

Papers were presented by Japan, Canada, Singapore and India. In addition, Australia, Fiji and Thailand prepared written papers which were distributed to delegates. Some of the papers chose to focus on specific issues. For example, Japan and Thailand examined trends and measures with respect to drug-related offenders and Singapore examined measures being taken with respect to prisoners with gang affiliations and those with a mental illness. Canada's written paper provided a general review, and the presentation focused mainly on prisoners with a mental illness, women prisoners and Indigenous prisoners. India and Fiji provided a general overview of trends in their countries. Australia also provided a general overview, with the primary focus being on drug management and female prisoners.

The papers confirmed that most jurisdictions face similar trends with respect to their prisoner profiles. Generally speaking, there are now more female prisoners, more elderly prisoners, more prisoners with serious mental health issues, more prisoners with physical disabilities and more foreign prisoners. There are also more prisoners with severe drug or alcohol problems, violent criminal record and gang affiliations. Some countries also have more prisoners with terrorist links.

Obviously, however, the nature and degree of the changes that are occurring vary from place to place. As Fiji stated, the changes reflect “evolving trends in crime patterns and types. This is attributed to corresponding trends in [the] political and socio-economic climate.”

It was also widely acknowledged that the various categories often intersect. For example, drug use can often be associated with mental illness (for example, drug induced psychosis); gang members are frequently linked into the illegal drug trade; and it would appear that levels of mental illness are generally higher amongst female prisoners than males.

2. DRUG OFFENDERS

In the majority of countries, substance abuse is recognised as a primary contributing factor to offending. As pointed out by Canada, substance abuse sometimes involves the use of illegal substances such as illicit drugs but it can often involve legal substances such as alcohol or the abuse of pharmaceutical drugs.

It must also be acknowledged that different forms of substance abuse create different issues. For example, some modern amphetamine-based drugs are strong stimulants and they have a different effect on consumers from drugs such as heroin and cannabis. As such, they create different challenges in the prison environment. In addition, new forms of synthetic drugs are constantly being created. As Fiji pointed out, increased drug use also leads to other health problems such as the transmission of blood-borne viruses.

There is general agreement that a holistic approach is needed to the management and treatment of drug-related offenders. There are arguably five main potential elements. However, the extent to which each element is adopted will vary from country to country:

- *Supply reduction strategies.* These include the introduction of higher security facilities in Thailand and enhanced security and intelligence measures in Australia and Canada.
- *Harm reduction strategies.* All countries aim to provide education about the risks of drug use. Some, including Canada and parts of Australia, adopt 'environmental' measures such as the provision of bleach so that prisoners who are sharing syringes to take drugs can at least try to sterilise them.
- *Drug replacement programs.* Some countries, including Australia and Canada, offer methadone programs as a substitute for prisoners who are opiate dependent. The long term aim is to wean prisoners off all such drugs.
- *Treatment programs* which examine the causes and responses to addiction and drug use.
- *Transitional programs* to assist prisoners in the re-entry process and follow-up care after release.

Japan provided a detailed discussion of recent innovations in its treatment programs for drug offenders. In Japan, there are no penal institutions which focus solely on the treatment of drug offenders, though some drug using prisoners will be located in medical prisons which have been established for people with a mental illness. The statistics presented by Japan were very interesting. They showed that the total number of people arrested under the *Stimulants Control Act* has been declining but that the number of repeat offenders has been increasing. This is leading to an increasing proportion of drug offenders being sentenced to a term of imprisonment (not suspended) and also to an increase in the number of prisoners serving sentences in excess of two years.

Importantly, the Japanese statistics indicate that prisoners who are released on parole do significantly better than those who are released without parole supervision at the expiration of their sentences. Of those released on parole, 15 percent re-enter the system within two years of release, compared with 30 percent of those released without parole. After five years, the figures are 42 percent and 62 percent respectively.

Two developments have helped lay the ground for new initiatives in Japan. First, the *'Act on Penal Detention Facilities and Treatment of Inmates and Detainees'*, enacted in 2006, gave specific legislative mandate to the provision of drug treatment programs in prison. Secondly, in 2008, the Japanese government implemented a five year *Drug Abuse Prevention Strategy* which involves all government agencies. As a result, all Japanese prisons (except for one which houses only traffic offenders) now provide structured programs based on cognitive behavioural therapy and guidance provided by private self-help groups.

It is too early to know for certain whether these innovations are leading to improved outcomes in Japan, but the signs are promising and comprehensive statistical analysis will be undertaken. In terms of further improvements, the main challenges in Japan at present are:-

- demand for courses outstrips availability;
- the provision of sufficient qualified counsellors; and
- the need to ensure strong collaboration between prisons and probation/parole services.

3. PRISONERS WITH GANG AFFILIATIONS

It is not always easy to determine what constitutes a 'gang', gang 'membership' or gang 'affiliation'. Sometimes it is obvious that a person is a gang member but sometimes it is not, as some 'gangs' are fluid or temporary. However, almost all of the papers identified gang membership as a growing concern. In Canada, an increasing number of offenders have pre-existing gang affiliations and the picture is further complicated by evidence that there are now more institutionally based gangs (in other words, gangs which are formed during incarceration, not on the outside).

Thailand's paper emphasised that drug offenders pose an increasing risk to prison security and control because of their links with organised gang activities both inside and outside the prison walls. The threats identified by Thailand include mobile phone use, trafficking in contraband, attempts to recruit new gang members, threats to staff and opportunities for corruption. Strategies adopted in Thailand include the more rigorous segregation of the most problematic prisoners, increased surveillance and monitoring, and a reward-based system.

India reported that whilst gang related activities in its prisons remain relatively low, the statistics indicate an increase over the past decade. Strategies employed in India to counteract gang activities in prison include separation of gang members, solitary confinement if required, prison programs to provide prisoners with greater insight, and yoga and other stress-relieving activities.

Singapore provided an interesting case study, highlighting a range of initiatives which involve the non-government sector as well as the Singapore Prison Service. In Singapore, a sizeable proportion of prisoners have some level of gang or secret society affiliation. In 2001, a *Zero Tolerance Policy* was introduced and a range of strategies have been implemented, including:

- Segregation of gang members from each other.
- Strict control of gang-related activities.
- A gang renunciation program under which prisoners are encouraged to make a public declaration of their intention to leave gang activities behind, and are 'befriended' and supported in prison.
- Monitoring and support upon release.
- A tattoo removal program, sponsored by a private organisation, which allows the removal of gang-related tattoos.

The focus on proactive measures to encourage people to renounce gang membership (as opposed to just 'managing around' gang membership) is particularly interesting. Singapore reported that although such initiatives are still to be fully implemented, the preliminary results are promising.

4. PRISONERS WITH A MENTAL IMPAIRMENT

It is notoriously difficult to accurately measure the extent of mental impairment amongst prisoners and percentage figures are not directly comparable across jurisdictions. There are two main reasons for this. First, definitions vary and some countries may count conditions such as depression, autism or brain damage but others may not. Secondly, as screening processes and treatment improve, there is likely to be an increase in reported numbers of people with an impairment and the real numbers may not be increasing as rapidly.

India reported extremely low levels of mental illness amongst its prisoner population, stating that less than one per cent of its prisoners have a mental illness. India also noted that some Supreme Court decisions restrict the admission of mentally ill people to prisons. However, the figures presented in most of the papers were a real cause for concern, concluding that: (i) prisoners have high rates of mental impairment compared with the general population; and (ii) rates of mental impairment have been increasing significantly over the past decade.

In Canada, for example, 9 percent of male offenders had a formal mental health diagnosis in 1999. By 2009, this had increased to 13 percent. The increase for women was even more dramatic, from 10 percent to 29 percent. Furthermore, standardised assessments conducted on prisoners entering the Canadian federal penitentiary system have found 40 percent of offenders to be reporting significant psychological stress requiring follow-up services. Singapore also reported an increase, stating that 7.4 percent of the prisoner population are now diagnosed as having some form of mental disability. In Australia, almost 50 percent of all prisoners have been assessed for mental health issues at some point during their time in custody.

Mainstream prisons are obviously not designed, intended or run as mental health facilities and all countries have separate secure mental health facilities. However, places in secure mental health facilities are often very limited, so that prisons commonly house prisoners with mental health issues. This creates difficulties for staff and prisoners. Staff and management are not trained mental health specialists and may find it difficult to manage such prisoners. And prisoners may find that they are being disciplined for behaviours over which they had little control – in other words, their conduct is not seen as manifesting a health problem but as a simple behavioural / disciplinary matter. In order to understand and meet such challenges, a number of initiatives are being pursued in different countries.

As Canada pointed out, improving services to offenders with a mental impairment (and thereby also improving penitentiary control and staff safety) requires a multi-disciplinary approach. Collaboration and understanding between custodial staff and mental health experts is essential and this is best achieved through the establishment of multi-disciplinary teams. In order to meet this goal, Canada has developed a stronger mental health strategy and is targeting more recruitment at people with mental health training and experience.

Singapore provided a detailed case study, examining a short eight week intervention program and a longer-term management strategy. The paper noted that, traditionally, there had been a rather *ad hoc* approach, heavily based on the administration of medication and on attempting to minimise disruption to the prison regime. However, since around 2005, there has been growing recognition of the need to do more by way of multi-disciplinary psycho-education and recreational activities. This began with an initiative called '*Beautiful Minds Group Dynamics*' which saw the establishment in 2006 of structured eight week programs. Available for both male and female prisoners, these programs were designed to stabilise their conditions as far as possible.

However, it was recognised that short term interventions of this sort are not sufficient for prisoners with intensive long term treatment needs. In April 2011, the Singapore Prison Service, in conjunction with the Institute of Mental Health, therefore started operating a Psychiatric Housing Unit (PHU) at Changi Prison. The aim is to create a more therapeutic environment, initially to 40 prisoners.

The key to the new program is its strong multi-disciplinary focus, comprising prison staff, psychiatrists, psychologists, nurses, occupational therapists and other qualified stakeholders. The program involves a combination of individual and group interventions which aim to improve functioning and coping skills. It is too early to assess the impact and effect of the Singapore model but delegates would undoubtedly be interested in learning more about the program and about any evaluations which are conducted.

5. WOMEN

At APCCA 2012 in Brunei there will be a specific Agenda Item called 'Women in Corrections'. This will provide the opportunity for delegates to discuss the position of women prisoners in greater depth than the papers at this conference. However, it is worth noting a number of consistent themes which emerged from the 2011 papers. They include the following:

- Proportionately, the number of female prisoners is generally growing more rapidly than the number of male prisoners.
- The frequency of mental illness tends to be higher amongst female than male prisoners.
- In most parts of the region, a large number of female prisoners tend to have histories of substance abuse.
- Many female prisoners have themselves been victims of physical and/or sexual violence
- Generally speaking , female prisoners have more family responsibilities than male prisoners

In recognition of these factors, a range of programs and initiatives have been introduced in a number of countries to provide a more holistic approach to the management of women prisoners and to their reintegration back into society. These initiatives start from the premise that female prisoners are different from male prisoners and that consideration therefore needs to be given to differently designed prisons, different prison regimes, and providing a strong focus on practical employment and parenting skills.

6. CONCLUSION

Clearly, whilst there are some common issues, the specific challenges faced in different countries will vary to some degree. For example, India faces a very specific set of challenges arising from its very high proportion of unsentenced prisoners. Although the proportion of such prisoners has dropped somewhat in recent years, they still constitute around two thirds of the total prison population. Initiatives which have been introduced include improved legal aid, 'fast track' court proceedings, plea bargaining, methods of

alternative dispute resolution, use of modern technology, and a requirement to grant bail if the person has been in prison for half the maximum sentence that could be imposed. Although several other countries also face the problem of rising remand prisoner numbers, those problems are generally on nothing like the same scale as India.

Overall, it is clear that prisoner profiles have been changing over the past twenty years and they are likely to continue to do so. These changes create many challenges for prison administrators and, as shown by discussions on this Agenda item, APCCA provides a positive forum for the interchange of ideas and innovation.

CONFERENCE BUSINESS

INTRODUCTION

APCCA has both a Finance Committee and a Governing Board. The roles of the Finance Committee and the Governing Board and the rules regarding membership are set out in the 2002 *Joint Declaration* (see *Appendix A*).

The Governing Board met on Sunday 9 October 2011 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.

FINANCE COMMITTEE MEETING 9 October 2011

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

One of the roles of the APCCA Secretariat is to administer the APCCA Fund. The Report on the Administration of the APCCA Fund 2010-2011 is at *Appendix F*.

GOVERNING BOARD MEETING 9 October 2011

Under the terms of the *Joint Declaration*, the members of the Governing Board 2010-2011 were Japan (as 2011 host and also as an elected member from 2007); Canada, Australia and Malaysia (as the last three hosts); Brunei (as 2012 host); Hong Kong (China) and Singapore (as the APCCA Secretariat); India, China and Solomon Islands (as elected members from 2008, 2009 and 2010 respectively); and Thailand, New Zealand and Mongolia (as rotating members who were present at the 2010 conference).

China apologised for being unable to attend the meeting. All other members attended.

1. Open and Welcome

Under the *Joint Declaration*, the Chair of the Governing Board is the Conference Host. Mr Mamoru Miura, Director General of the Correction Bureau of Japan, gave a warm welcome to delegates and chaired the meeting.

2. APCCA Secretariat Report

Mr Soh Wai Wah, Director of the Singapore Prison Service, reported on the Secretariat's activities in 2010-2011. The Secretariat's report is included as *Appendix G* to this report. *The Governing Board thanked the APCCA Secretariat for its continuing service and resolved that the report of the Secretariat should be tabled to the Conference.*

3. Report on the Administration of the APCCA Fund (2010 – 2011)

Hong Kong (China) is the Administrator of the APCCA Fund. The Commissioner of the Correctional Services Department of Hong Kong (China), Mr Sin Yat-kin briefed members on APCCA's financial position. The position is still healthy but the fund did make a slight loss in 2010-2011:-

- ✧ A total of US\$22,867 was received by way of contributions in the period from 1st September 2010 to 31st August 2011.
- ✧ Total expenditure for the year was US\$32,946. This included a subsidy to the 2010 hosts, Canada (US\$8,000); payment to Ms Irene Morgan as APCCA Rapporteur (total US\$8,750, including a back-payment of US\$2,500 for 2009-2010); reimbursement of the Rapporteurs' airfares to attend the APCCA Working Group meeting in Langkawi (Malaysia) (US\$12,282); and reimbursement of Singapore's costs in maintaining the APCCA website (US\$721).
- ✧ Professor Neil Morgan did not claim his fee as Rapporteur in 2009-2010. This gave the fund a claw back of US\$7,500 for 2009-2010.
- ✧ Professor Morgan also did not claim his fee for 2010-2011.
- ✧ After deducting bank charges and including interest, the fund made a deficit of US\$2,634 in 2010-2011.
- ✧ At 31 August 2011, the accumulated surplus was US\$123,496.

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

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" be tabled to the conference.

4. Hosts for future APCCA Conferences

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

- ✧ 2012: Brunei
- ✧ 2013: India

The Board had learned that both China and Mongolia were interested in hosting the conference after 2013. The Rapporteurs and the Secretariat agreed that they would discuss with China and Mongolia the best timing for those countries to host APCCA.

The Governing Board expressed its great appreciation for these offers. It resolved to report on the current situation to the conference and to invite other members to also consider hosting the conference at a future date.

5. Confirmation of APCCA Membership

The Board noted that there were no changes in APCCA membership since 2010.

The full list of APCCA members is in *Appendix H* to this Report.

6. Appointment of Rapporteurs

The appointment of the Rapporteurs, Professor Neil Morgan and Ms Irene Morgan, ran through to the 2011 conference. They offered themselves for reappointment for a further three-year period if this was the will of the Board and the Conference.

The Board thanked the Rapporteurs for their services and for their offer to undertake another term.

The Board resolved to recommend to the Conference that Professor Neil Morgan and Ms Irene Morgan be appointed as Rapporteurs for another three-year period.

7. Appointment of APCCA Secretariat

The appointment of the APCCA Secretariat also expired at the 2011 conference. Hong Kong (China) and Singapore volunteered for reappointment for a further two-year period if this was the will of the Board and the Conference.

The Board thanked the Secretariat for their excellent service and for their offer to undertake another two-year term.

The Board resolved to recommend to the Conference that Hong Kong (China) and Singapore be appointed as the APCCA Secretariat for another two-year period.

8. 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.

(a) Host members and APCCA Secretariat members 2011-2012

Under the terms of Clause 14, the following are members of the 2011-2012 Governing Board by virtue of their roles as hosts or Secretariat:-

- ✧ Brunei (2012 host and Chair);
- ✧ Japan, Canada and Australia (three immediate past hosts);
- ✧ India (2013 host); and
- ✧ Hong Kong (China) and Singapore (APCCA Secretariat).

(b) Elected Members

Under the terms of the *Joint Declaration*, elected members of the Governing Board step down after four years' of service. The elected members for 2010-2011 were Japan (elected 2007), India (elected 2008), China (elected 2009) and Solomon Islands (elected 2010). Japan would therefore step down as a member at the end of the 2011 conference but would remain as a member of the Governing Board for the next three years by virtue of hosting the 2011 conference.

Professor Morgan noted that during the 2011 conference, it would be necessary to choose a new elected member for the Governing Board.

It was noted by Canada that, as currently administered, it was possible for a single APCCA member to be on the Governing Board in two capacities; first, as an elected member and, secondly, as a host or a previous or future host. Canada suggested that, if possible, and to ensure maximum representation, members should step down from their role as elected members if they were to be members based on hosting the conference.

The Rapporteurs noted that the wording of Clause 14 of the *Joint Declaration* refers to 'maximum' number of Board members (14) and appears to contemplate a jurisdiction being a member of the Governing Board on more than one basis. This has also been the accepted practice. However, they also noted that the *Joint Declaration* is open to amendment either to clarify its meaning or to change practice and that procedures for amendment are set out in the *Joint Declaration*.

As such Canada was invited to consider drafting a proposal to amend the Joint Declaration in line with the procedures set out in Clauses 40 and 41.⁵⁰

(c) Rotating Members

Professor Morgan stated that the rotating members for 2011-2012 would be confirmed at the Second Business Session of the conference after the elected membership was finalised. However, unless they stood for election, the rotating members would be Malaysia, Korea and Kiribati.

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.

9. Appointment of Agenda Committee

The role of the Agenda Committee is to select the topics for the next APCCA conference based on suggestions received from delegates.

The Rapporteur invited members of the Board to volunteer as members of the Agenda Committee. Brunei, Japan, India, Malaysia, Hong Kong (China), Solomon Islands, Australia, Canada and Thailand offered to be members of the Agenda Committee.

10. Report of the Working Group on Future Directions of APCCA

At the 30th APCCA in Vancouver, Canada, the Conference acknowledged the strong traditions and achievements of APCCA. However, as it was around ten years since the *Joint Declaration* was signed in 2002, it was decided that it was timely to survey members and to establish a Working Group to examine opportunities to build on these achievements over the next decade. The Correctional Service of Canada generously prepared and distributed a survey to members. It then analysed the results of the survey for consideration by the Working Group.

The Working Group met at the Malaysian Prison Department's Correctional Academy in Langkawi on 4 and 5 July 2011. Following that meeting, the Correctional Service of Canada drafted a report and circulated it for comment to the members of the Working Group. The final version of the report was then circulated to delegates prior to the 2011 conference. The results of the survey and the *Report of the Working Group on the Future Directions of APCCA* are at *Appendix M*.

In introducing this item, Professor Neil Morgan thanked Canada and Malaysia for their hard work on behalf of the Working Party and APCCA as a whole. He noted that, overall, the survey findings were extremely positive but that the survey had also revealed some

⁵⁰ As decided by the Conference (see below), proposed amendments should be forwarded to the Secretariat prior to the annual conference so that relevant documentation can be prepared.

areas for consideration by members with the aim of continuous improvement. Members of the Governing Board discussed all of the recommendations in the *Working Party Report* (see pages 11-12 of that Report in *Appendix M*). Subject to some amendments to wording, the Board accepted the Working Group's recommendations.

The Board resolved to make the following recommendations to the Conference:-

(a) Joint Declaration

- (i) *The Joint Declaration (JD) may be amended as necessary from time to time. Suggestions for amendments should be forwarded to APCCA Secretariat prior to the 2012 conference. If there are any major changes, it may be necessary for the JD to be re-signed.*
- (ii) *The JD is provided to participants as a part of the conference package in 2011. [Completed]*
- (iii) *A list of the member countries/jurisdictions is added as an appendix to the JD. [Completed]*

(b) Membership

- (i) *The Commissioner of the Correctional Service Solomon Islands will work with Secretariat to maximise the involvement of Pacific Island nations.*
- (ii) *Member countries may make recommendations to the host country regarding additional countries to invite to the annual conference.*
- (iii) *The APCCA Secretariat will provide information, including the JD, to countries who have expressed an interest in becoming APCCA members.*
- (iv) *The APCCA Secretariat will maintain a database of the contact points for each member.*
- (v) *The host country will decide which non-member countries to invite to the conference.*

(c) Communication

- (i) *One contact per jurisdiction is identified. APCCA Secretariat will compile a list of contacts on the APCCA website with restricted access to members only.*
- (ii) *Each jurisdiction is responsible for ensuring that the contact information is accurate and updated as required.*
- (iii) *A Directory of delegates attending APCCA will be compiled by the Secretariat and posted on the APCCA website with restricted access by members only.*
- (iv) *The papers prepared by countries for the annual APCCA conference will be posted on or linked to the APCCA website with restricted access by members only.*

(d) APCCA Fund

- (i) *Additional funds be granted to improve website.*

- (ii) *Host countries may approach the Secretariat with proposals for a keynote speaker. A subsidy of up to US\$1,000 may be granted from the APCCA Fund for this purpose, subject to the general consensus of the Governing Board, one year in advance.*
- (iii) *Members may approach the Secretariat with proposals and requests for funding for ad hoc workshops. A maximum subsidy of US\$5,000 may be granted from the APCCA Fund for this purpose, subject to the general consensus of the Governing Board, one year in advance.*

(e) General Administration

- (i) *The annual conference is maintained.*
- (ii) *Regional workshops may be organized on an ad hoc basis.*
- (iii) *Each member is permitted to send 3 delegates free of charge. The host may determine if more than 3 delegates per country can be accommodated. The host may choose to charge a fee to cover costs for the additional delegates.*
- (iii) *Members are encouraged to submit their papers at least 2 months before the conference, to allow the papers to be distributed to participants beforehand and for more meaningful and in-depth discussions at the conference.*
- (iv) *Agenda Item #1 “Challenges and Initiatives in Corrections” is maintained. Each presenter will focus on one or two key issues.*
- (v) *Reduce the number of agenda items to 5 in total (including Agenda Item #1). Each conference to reflect three core themes:- (a) Administration; (b) Prison operations and custody; and (c) Rehabilitation, treatment and reintegration. The remaining agenda item may reflect the core themes or another matter as agreed by the Agenda Committee.*
- (vi) *The position and functions of the Rapporteurs be maintained.*

(f) Conference Report

- (i) *As soon as the APCCA Annual Report has been finalized, the Report should be posted on the APCCA website in PDF format.*
- (ii) *The appendix of contact details is removed from the report as the information will be available on the APCCA website to member jurisdictions. To be implemented immediately.*
- (iii) *The Statistics should be published separately (outside of the annual report) and should be posted on the APCCA website.*
- (iv) *The conference adopted the revised Data Collection Form prepared by Hong Kong (China) to ensure consistency in the statistics.⁵¹*

⁵¹ At the Working Group meeting in Langkawi, it was noted that the APCCA statistics, whilst valuable, are not always collected and presented by jurisdictions in the same way. It was recognized that there will always be differences, but in order to promote greater consistency and to allow more meaningful comparisons, Hong Kong (China) devised a revised Data Collection Form for use at future APCCA conferences. The revised Form will be used for the APCCA in 2012.

11. Other Business

There was no other business.

FIRST CONFERENCE BUSINESS SESSION 10 October 2011

1. Open and Welcome

Mr Mamoru Miura, Director General of the Correction Bureau of Japan, gave a warm welcome to delegates and chaired the meeting. The First Conference Business Session considered the following items.

2. APCCA Secretariat Report

Mr Soh Wai Wah, Director of the Singapore Prison Service, reported on the Secretariat's activities in 2010-2011. The Secretariat's report is included as *Appendix G* to this report.

The Conference noted the report and, with acclamation, thanked the APCCA Secretariat for its continuing service.

3. Report on the Administration of the APCCA Fund (2010 – 2011)

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

The Conference noted the report and, with acclamation, thanked Hong Kong (China) for its continuing service as Fund Administrator.

4. Appointment of APCCA Secretariat

The Conference thanked the Secretariat for their work and endorsed the Board's recommendation that Hong Kong (China) and Singapore be appointed as the APCCA Secretariat for another two-year period.

5. Governing Board Membership 2011 - 2012

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 noted that under these rules the membership of the Governing Board for 2011-2012 was as follows:-

- ✧ Brunei (2012 host and Chair);
- ✧ Japan, Canada and Australia (three immediate past hosts);
- ✧ India (2013 host);
- ✧ Hong Kong (China) and Singapore (as Secretariat);
- ✧ India, Solomon Islands and China (elected members); and
- ✧ Malaysia, Korea and Kiribati (rotating members who were present at the 2011 conference).

Professor Morgan explained, as per the deliberations of the Governing Board (see above), that Japan's term as an elected member expired at the end of the 2011 conference and that Japan would not be seeking re-election as they would continue to be members of the Board in their capacity as the 2011 hosts. He requested 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 10 October 2011.

6. Appointment of Rapporteurs

The Conference thanked Professor Neil Morgan and Irene Morgan for their work as Rapporteurs and endorsed the Board's recommendation that they be appointed as Rapporteurs for a further three-year term.

7. Future Hosts

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

- ✧ 2012: Brunei
- ✧ 2013: India

Professor Morgan also informed the conference that discussions were underway with two countries with respect to hosting arrangements for 2014 and 2015.

APCCA members were invited to consider hosting the conference at a future date.

8. Confirmation of APCCA Members

The conference confirmed that the list of APCCA members was unchanged from 2010 (see *Appendix H*).

9. 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. Professor Morgan noted that Brunei, Japan, India, Malaysia, Hong Kong (China), Solomon Islands, Australia, Canada and Thailand had offered at the Governing Board to be members of the Agenda Committee.

Professor Morgan requested delegates to submit their topic suggestions to the Rapporteurs or the Secretariat, by 4pm on Tuesday 11 October 2011, for consideration by the Agenda Committee.

10. Governing Board Recommendations arising from the *Working Group on Future Directions of APCCA*

All delegations were provided with a list of the recommendations of the Governing Board following its deliberations on the *Report of the Working Group on Future Directions of APCCA*. Professor Morgan outlined the reasoning behind the recommendations and invited further comment.

The Conference accepted the recommendations of the Governing Board (see above).

Professor Morgan also emphasised the importance of members providing one single contact point for APCCA business, to ensure effective and consistent communication.

11. Other Business

There was no other business.

SECOND CONFERENCE BUSINESS SESSION 14 October 2011

1. Membership of the Governing Board 2011 - 2012

As discussed at the first conference business session, Japan's term as an elected member of the Board finished in 2011 and Japan did not stand for re-election. Professor Morgan reported that Thailand had nominated for election and that there had been no other nominations. Governing Board membership for 2011-2012 is therefore as follows:-

2012 host:	Brunei (Chair)
3 immediate past hosts:	Japan (2011) Canada (2010)

	Australia (2009)
2013 host:	India
APCCA Secretariat:	Hong Kong (China) Singapore
4 elected members:	India (elected 2008) China (elected 2009) Solomon Islands (elected 2010) Thailand (elected 2011)
3 rotating members:	Malaysia Korea Kiribati

2. Future Hosts

Professor Morgan reported that there had been an enthusiastic response to the request to consider hosting APCCA in the future, with offers and expressions of interest to host APCCA up to 2017.

Professor Morgan thanked all prospective future hosts for their offers, noting that hosting APCCA is a very significant undertaking. He also noted that to receive so many offers is a very positive indicator of the 'kizuna' (the bonds of friendship and cooperation) that exists between APCCA members.

- ✧ 2012: Brunei
- ✧ 2013: India
- ✧ 2014: China
- ✧ 2015: Mongolia
- ✧ 2016: Thailand
- ✧ 2017: Fiji (subject to further discussion and confirmation)

3. APCCA Contact Points

The Chair and the Rapporteur emphasised, as discussed during the *First Conference Business Session* (see above) that it is important for all members to provide a contact point for APCCA correspondence and business. Delegations were asked to provide these details to the Secretariat as soon as possible, ideally before the end of the conference.

4. Production of the 2011 Conference Report

A draft report will be circulated to delegates for comment as soon as possible in 2012. Members will have four weeks to comment on the draft.

After receiving comments, the Rapporteurs will finalise the Conference Report in collaboration with the host and the APCCA Secretariat. The report will then be posted on the APCCA website.

5. 2012 Conference Topics: Report of Agenda Committee

The Agenda Committee met on Wednesday 12 October 2011. The Rapporteurs, Brunei, Japan, Australia, Canada, China, Hong Kong (China), India, Malaysia, Mongolia, Solomon Islands and Thailand attended.

As in previous years, five principles continue to govern the selection of APCCA topics:

- ✧ APCCA values (as reflected in the *Joint Declaration*)
- ✧ Delegates' suggestions
- ✧ Regional diversity
- ✧ Host's priorities
- ✧ Avoiding undue repetition from previous years

Reflecting the report of the *Working Group on Future Directions of APCCA* (see above), the Conference also decided that:

- ✧ Agenda Item One should remain
- ✧ Four (rather than six) other Agenda Items should be selected for 2012 onwards
- ✧ At least one topic should be selected from each of three core themes:-
 - (1) Administration;
 - (2) Prison Operations and Security; and
 - (3) Throughcare and Reintegration.

The Rapporteurs had received over 40 suggested topics from around 15 members. Professor Morgan noted that several suggestions crossed more than one of the three themes but, in summary: eight suggestions related to '*Administration*'; three to '*Prison Operations and Security*'; and 29 to '*Throughcare and Reintegration*'.

The Rapporteurs analysed the suggestions and suggested to the Agenda Committee a number of possible topics for 2012. After discussing these and other suggestions, the committee resolved to recommend the following Agenda Items:

AGENDA ITEM	TOPICS FOR 2012
Agenda Item 1	Challenges and initiatives in corrections ⁵²
Agenda Item 2	Sharing and adaptability of best practices in correctional administration (including executive-level training and succession planning)
Agenda Item 3	Promoting staff-offender interactions in prison and in the community whilst ensuring staff safety.
Agenda Item 4	Challenges and opportunities in the management and reintegration of prisoners serving long sentences
Agenda Item 5	Women in corrections as: <ul style="list-style-type: none"> • Offenders • Officers and other staff

Professor Morgan confirmed that the Rapporteurs will prepare a *Discussion Guide* which explains the topics in more detail and that this will be distributed to members in April 2012.

The conference approved the Agenda Committee's recommendations.

6. Other Business

Canada, China, India and the Solomon Islands formally thanked the host, Mr Mamoru Miura, Director General of the Correction Bureau of Japan, and all his staff and colleagues who had made the conference such a success. They also paid particular tribute to the manner in which the Correction Bureau and the country as a whole had responded to the earthquake and ensuing tsunami in March 2011.

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 Kitsuregawa Rehabilitation Program Centre. All spoke, too, of the important role that APCCA plays in bringing together regional expertise and in '*kizuna*', the bonds created through old and new friendships. They paid special thanks to the Liaison Officers and other staff for their professionalism, efficiency, friendliness and warmth; to the Rapporteurs, Neil Morgan and Irene Morgan; and to Malaysia for hosting the APCCA Working Group in July 2011 and for offering programs at the Langkawi Correctional Academy.

⁵² Some members may wish to focus on community corrections as part of this Agenda Item.

CLOSING CEREMONY

The Closing Ceremony was held in the Royal Hall at the Rihga Royal Hotel Tokyo. Mr Mamoru Miura (Director General of the Corrections Bureau, Ministry of Justice of Japan), Professor Neil Morgan (Rapporteur), Ms Irene Morgan (Rapporteur) and Mr Haji Zainal bin Haji Ismail (Acting Director of Prisons of Brunei, and 2012 host) delivered the following Closing Addresses.

Closing Address by Professor Neil Morgan and Ms Irene Morgan

At the end of each conference, Irene and I experience mixed feelings. We are sad to be leaving Japan, but we look forward to seeing you again in Brunei next year.

This has been a fantastic conference in every way. In particular, we want to thank Miura-san, Ohashi-san, Nishida-san, Koyama-san, and of course, Sugano-san.

Tetsuya Sugano has done a wonderful job as Conference Organiser – very professional, focussed and friendly. We also thank the Liaison Officers and all the other officers who assisted in planning and running the conference.

Now Irene will say a few words in Japanese.

Konnichi wa ladies and gentlemen.

Konkai, watashi domo wa, Nihon no Keiji Shisetsu ni tsuite, kicho na chishiki wo eta nominarazu, Nihon no subarashii bunka to dento nimo, fureru koto ga, dekimashita.

[When we leave Tokyo, we will take with us invaluable knowledge about corrections in Japan, and the wonderful Japanese culture and traditions we experienced.]

Minasama tonon aida ni umareta yuujo wa, kongo, nagaki ni watatte, tsuyoku hagukumare tsuzukete iku ni, chigai arimasen.

[Importantly, we have fostered friendships with you and your staff which can only grow stronger over the years to come.]

Minasama no atatakai omoenashi to, puro toshite no ishiki no takasa wo, watashi domo ga wasurerukoto wa, naidesho.

[We will always remember your generous hospitality and professionalism.]

Subarashii konfaransu wo, arigato gozaimashita.

[Thank you for hosting a very successful conference.]

Closing Address by Mr Mamoru Miura, Director General, Correction Bureau of the Ministry of Justice of Japan

Thank you, Ms Morgan. Next I would like to say a few words at this closing ceremony as chair of the 31st Asian and Pacific Conference of Correctional Administrators.

First, I would like to express my gratitude to all the national delegates for participating in this multiple-day conference. We have enjoyed a full six days together and the conference has now arrived at its final day. The time is drawing near for us to part ways.

I would also like to thank our rapporteurs, Professor Neil Morgan and Ms Irene Morgan, for their key contribution to the holding and operation of this conference. Under their leadership, APCCA 2011 produced excellent results. I would like to express my appreciation to them for their hard work. We also received various kinds of assistance in the organization and implementation of this year's conference from the host of APCCA 2010, Canadian Correctional Service Commissioner Don Head, and from the host of APCCA 2012, Brunei Acting Director of Prisons Haji Zainal bin Haji Ismail. I would like to take this opportunity to extend my sincere thanks to them both.

Through your cooperation and understanding, we have been able to engage in dynamic discussions and share our wisdom on all agenda items scheduled. Moreover, we have strengthened even further the *kizuna*, or bonds of friendship, among APCCA member countries and regions. Any agenda items that require further discussion and any new tasks that arise in the future will be entrusted to next year's Brunei conference.

In closing, I would like to thank the liaison officers who have worked behind the scenes to support the national delegations as well as the other staff at the Correction Bureau of Japan's Ministry of Justice. Thanks to your cooperation, the 31st Asian and Pacific Conference of Correctional Administrators has been a success.

Thank you.

Closing Address by Haji Zainal bin Haji Ismail, Acting Director of Prisons, Brunei Prisons Department, Ministry of Home Affairs

Bismillah-irrahman-nirrahim. Assalamualaikum waramatullahi warabakatuh.

Good afternoon to The Guest of Honour, Your Excellency, Hideo Hiraoka, the Minister of Justice, Mr Mamoru Miura, Director-General of the Correction Bureau, Ministry of Justice, Delegates of the 31st APCCA and my fellow esteemed colleagues.

Ladies and gentlemen,

It is always an honour to attend the annual APCCA with the gathering of delegations from the Asia Pacific region to share collections of experience and approaches in corrections towards building better rehabilitation practises.

Our individual lessons learnt in each of our jurisdictions contribute to the greater wealth of knowledge for everyone to utilise for the development and enhancement of their own correctional practise. Towards this end, this conference has become an ideal medium for us to continue the ideals and practise of better corrections.

Firstly, I would like to congratulate our gracious host, the Correction Bureau, Ministry of Justice headed by Mr Mamoru Miura, Director-General of the Correction Bureau, for successfully organizing this conference with such wonderful reception and hospitality.

I would like to thank the rapporteurs of APCCA Professor Neil Mogan and Ms Irene Morgan for their support and also to all the participating countries and representatives who has made this 31st Asian and Pacific Conference of Correctional Administrators successful and fruitful.

On behalf of the Brunei Darussalam delegation, I would also like to acknowledge the outstanding work of all members of the organizing committee for making this event a success. Thank you as well to the liaison officers who have done a wonderful job of looking after the delegates.

Moving forward to what is coming in 2012, we would like to formally announce the hosting of next year's 32nd APCCA in Brunei Darussalam as host country. On behalf of His Majesty, The Sultan and Yang Di-Pertuan's government, we are proud and honoured to have the opportunity to welcome all of you next year 2012 to our kingdom of hidden treasures that is Brunei Darussalam.

I would like to now turn over the video presentation on Brunei Darussalam to Mr Isamuddin who will brief you on our small but culturally rich country.

A video presentation was delivered to show delegates the highlights of Brunei Darussalam. The APCCA symbols were then escorted from the Royal Hall by officers from the Correction Bureau of the Minstry of Justice of Japan, which marked the official conclusion of the conference.

Appendix A

The Asian and Pacific Conference of Correctional Administrators Joint Declaration 2002, as amended in 2004⁵³

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.

⁵³ Clause 14(f) was inserted during the conference in 2004.

Definitions

2. For the purpose of this Joint Declaration:
 - (a) *“Annual Conference”* means the Annual Conference referred to in Paragraph 7;
 - (b) *“APCCA Fund”* means the APCCA Fund referred to in Paragraph 28;
 - (c) *“APCCA Secretariat”* means the APCCA Secretariat referred to in Paragraph 19;
 - (d) *“Finance Committee”* means the Finance Committee referred to in Paragraph 22;
 - (e) *“APCCA Fund Administrator”* means the APCCA Fund Administrator referred to in Paragraph 31;
 - (f) *“Governing Board”* means the Governing Board referred to in Paragraph 13; and
 - (g) *“Rapporteur”* means the Rapporteur referred to in Paragraph 24.

Scope of activities

3. For the purpose stated in Paragraph 1, the APCCA will carry out the following:
 - (a) To organise conferences, seminars and workshops;
 - (b) To promote co-operation and collaborative initiatives between members in areas of common interest;
 - (c) To promote staff exchanges and study visits;
 - (d) To promote best practices;
 - (e) To compile regional correctional statistics; and
 - (f) To conduct any other activities as approved by the Governing Board and/or the Annual Conference.

Membership

4. Membership of the APCCA will be confined to the government agencies and departments responsible for prison or correctional administration within the Asia-Pacific Region.
5. A territory or an area of a sovereign state may participate in the APCCA on its own, subject to the consent of the sovereign state and the endorsement of the Governing Board.
6. Membership in the APCCA entitles a member to vote and to be elected to office.

Organisation

7. There will be an Annual Conference. The host state, territory or area will be responsible for all the activities in the organisation of this Conference.
8. The Annual Conference will be held at such time and place as the Governing Board may determine in consultation with the Annual Conference host.
9. The Annual Conference will be the ultimate authority to govern the affairs of the APCCA, and may issue guidelines to the Governing Board and the APCCA Secretariat for the operation and management of the APCCA.
10. The Annual Conference has the power to:
 - (a) set policies on directions, programmes, activities and expenditures;
 - (b) decide on practices and procedures;
 - (c) confirm the membership of the Governing Board;
 - (d) appoint Finance Committee members and, in case of joint APCCA Secretariat hosts, the APCCA Fund Administrator;
 - (e) decide on the host(s) of the APCCA Secretariat;
 - (f) endorse the appointment and approve the duties of the Rapporteur;
 - (g) endorse agreed contributions to the APCCA Fund; and
 - (h) consider and adopt or reject the APCCA Fund Administrator's annual report.
11. The host of a current Annual Conference will preside as the Chair at the Annual Conference.
12. The APCCA and its Annual Conference operate by consensus. When a consensus is clearly not possible, decisions may be reached by a simple majority vote of the APCCA members in attendance of the Annual Conference and a declaration by the Chair of the Annual Conference that a resolution has been carried. Each member as one vote and no proxy vote will be allowed. The Chair will cast the deciding vote in case of a tie. APCCA members will endeavour to follow decisions concerning internal matters of the APCCA that are reached by consensus.
13. The governing body of the APCCA will be the Governing Board, which is responsible for:-
 - (a) directing all activities relating to the purpose of the APCCA;
 - (b) managing the business of the APCCA as directed by the Annual Conference;
 - (c) providing advice on the APCCA activities and conference business;

- (d) identifying and recommending suitable APCCA members to host the APCCA Secretariat;
 - (e) identifying and recommending a suitable person to serve as Rapporteur, as required, for the endorsement of the Annual Conference; and
 - (f) recommending agenda items for each Annual Conference.
14. There will be a maximum of 14 Governing Board members, including the Board Chair. The composition of the Governing Board for a particular Annual Conference will be as follows:
- (a) *Board Chair* – the host of that Annual Conference will be the Board Chair;
 - (b) *Elected membership* – there will be four elected members. Each year, there will be an election for one of the four seats;
 - (c) *Previous host membership* – the previous host membership will consist of the past three consecutive host states/territories/areas of the Annual Conferences;
 - (d) *Rotating membership* – the rotating membership will consist of three reversed alphabetically chosen states/territories/areas attending the previous year's Annual Conference;
 - (e) *Secretariat host membership* – the existing APCCA Secretariat host(s); and
 - (f) *Next host membership* – the host of the next Annual Conference.
15. The Governing Board will hold office from the conclusion of the Annual Conference at which its composition is confirmed until the conclusion of the next Annual Conference.
16. The Governing Board will meet at least once a year at such time and place as the Board Chair may determine.
17. Five Governing Board members will constitute a quorum for the meetings of the Governing Board. The Governing Board will operate by consensus. Where consensus is not reached, decisions of the Governing Board may be made by a simple majority vote of the members present. Each member, regardless of whether he serves on the Governing Board in more than one capacity, will have one vote. The Board Chair will abstain from voting unless there is a tie.
18. The Governing Board may transact business by means other than meetings and a decision by a simple majority of its members will be valid.
19. There will be an APCCA Secretariat to provide support services to the APCCA and to the Governing Board.

20. The APCCA Secretariat will:
 - (a) be a focal contact point between the APCCA and its members, and between the APCCA and other individuals and organisations;
 - (b) maintain and distribute the APCCA materials and documents;
 - (c) publish and distribute the APCCA Newsletter;
 - (d) operate the APCCA web site;
 - (e) be the APCCA Fund Administrator;
 - (f) implement the resolutions and exercise such powers as authorized by the Annual Conference and/or the Governing Board; and
 - (g) serve as the secretary to the Governing Board meetings in case the Rapporteur is not available.
21. The Annual Conference will appoint one or two APCCA members to discharge the APCCA Secretariat functions. The appointment will be reviewed every two years.
22. There will be a Finance Committee comprising the APCCA Fund Administrator and two other APCCA members appointed by the Annual Conference. All expenditures above a nominal amount set by the Governing Board will require the prior approval of the APCCA Fund Administrator and one other member of the Finance Committee.
23. There will be a Programme Committee to assist the Annual Conference host in planning conference programmes.
24. There may be a Rapporteur, if required, to serve the APCCA in accordance with a Charter approved by the Annual Conference. His or her duties would be to prepare the Discussion Guide and compile the report for each Annual Conference and to serve as the secretary to the Governing Board meetings.
25. The appointment of the Rapporteur will be recommended by the Governing Board and endorsed by the Annual Conference.
26. A Rapporteur will serve the APCCA for a fixed term of three years, which upon expiry may be extended once for a period of two years. One year's notice may be given by either the APCCA or the Rapporteur for termination of the appointment.
27. The Governing Board may pay an honorarium to the Rapporteur.

The APCCA Fund

28. The APCCA Fund comprises:

- (a) agreed contributions from the APCCA members as endorsed by the Annual Conference;
 - (b) voluntary contributions from the APCCA members; and
 - (c) any income as the Governing Board may approve.
29. The APCCA Fund will be applied exclusively for the purpose of the APCCA.
30. The financial year of the APCCA ends on 30 September.
31. The host of the APCCA Secretariat is the APCCA Fund Administrator with the following responsibilities:
- (a) operation of the APCCA Fund account;
 - (b) calling for annual contributions;
 - (c) acknowledgement of receipt of contributions; and
 - (d) preparation of the APCCA Fund Administrator's Report and financial statement for presentation at the Annual Conference.
32. The APCCA Fund Administrator's Report will be presented to the Governing Board and the Annual Conference. It will be audited by the current Annual Conference host and the host of the previous year's Annual Conference.

Settlement of disputes

33. Any dispute regarding the interpretation or application of this Joint Declaration will be resolved by consultations between the parties to this Joint Declaration.

Signature and acceptance

34. This Joint Declaration will come into effect between the parties signing this Joint Declaration on the date upon their signatures. Any state, territory or area who is a member of the APCCA before the coming into effect of this Joint Declaration may accept this Joint Declaration by signing a registration book deposited at the APCCA Secretariat and this Joint Declaration will come into effect for such a state, territory or area on the date upon its signature.
35. Any other state may accept this Joint Declaration by signing a registration book deposited at the APCCA Secretariat and this Joint Declaration will come into effect for such a state on the date upon its signature.
36. Any other territory or area of a sovereign state may accept this Joint Declaration on its own by signing a registration book deposited at the APCCA Secretariat and completing the procedures set out in Paragraph 5. This Joint Declaration will come

into effect for such a territory or an area on the date upon its signature and the completion of the procedures set out in Paragraph 5.

37. For the avoidance of doubt, parties to this Joint Declaration are members of the APCCA.

Withdrawal

38. A party to this Joint Declaration may withdraw from this Joint Declaration and cease to be a member of the APCCA by written notice to the APCCA Secretariat at any time.
39. A party to this Joint Declaration will be deemed to have withdrawn from this Joint Declaration and ceased to be a member of the APCCA for not attending the Annual Conference for five consecutive years. The withdrawal will take effect on the date of the conclusion of the fifth consecutive Annual Conference from which the party is absent.

Amendments

40. Any party to this Joint Declaration may propose amendments to this Joint Declaration. All parties to this Joint Declaration will make every effort to reach a consensus on any proposed amendment. If all parties to this Joint Declaration do not reach a consensus on a proposed amendment, the proposed amendment will be adopted by a simple majority vote of the parties present at the Annual Conference.
41. Any acceptance of this Joint Declaration expressed on or after the coming into effect of an amendment to this Joint Declaration will be deemed to accept the Joint Declaration as amended.

Transition

42. All decisions, practices, procedures and appointments adopted or approved by the APCCA before the coming into effect of this Joint Declaration, which are not contrary to or inconsistent with the provisions of this Joint Declaration, will continue to have effect until such decisions, practices and procedures expire by their own limitation or are altered, repealed or abolished pursuant to this Joint Declaration.

This Joint Declaration does not create any legally binding obligations under international law.

In witness whereof the undersigned have signed this Joint Declaration.

Done in Bali, Indonesia on 18 October 2002, in the English Language, in a single copy which will remain deposited in the APCCA Secretariat that will transmit certified copies to all parties referred to in Paragraphs 34 to 36 of this Joint Declaration.

Appendix B

Correctional Statistics for Asia and the Pacific 2011

Correctional Statistics for Asia and the Pacific 2011

Table 1: Prisoners by Gender and Imprisonment Rates, mid 2011

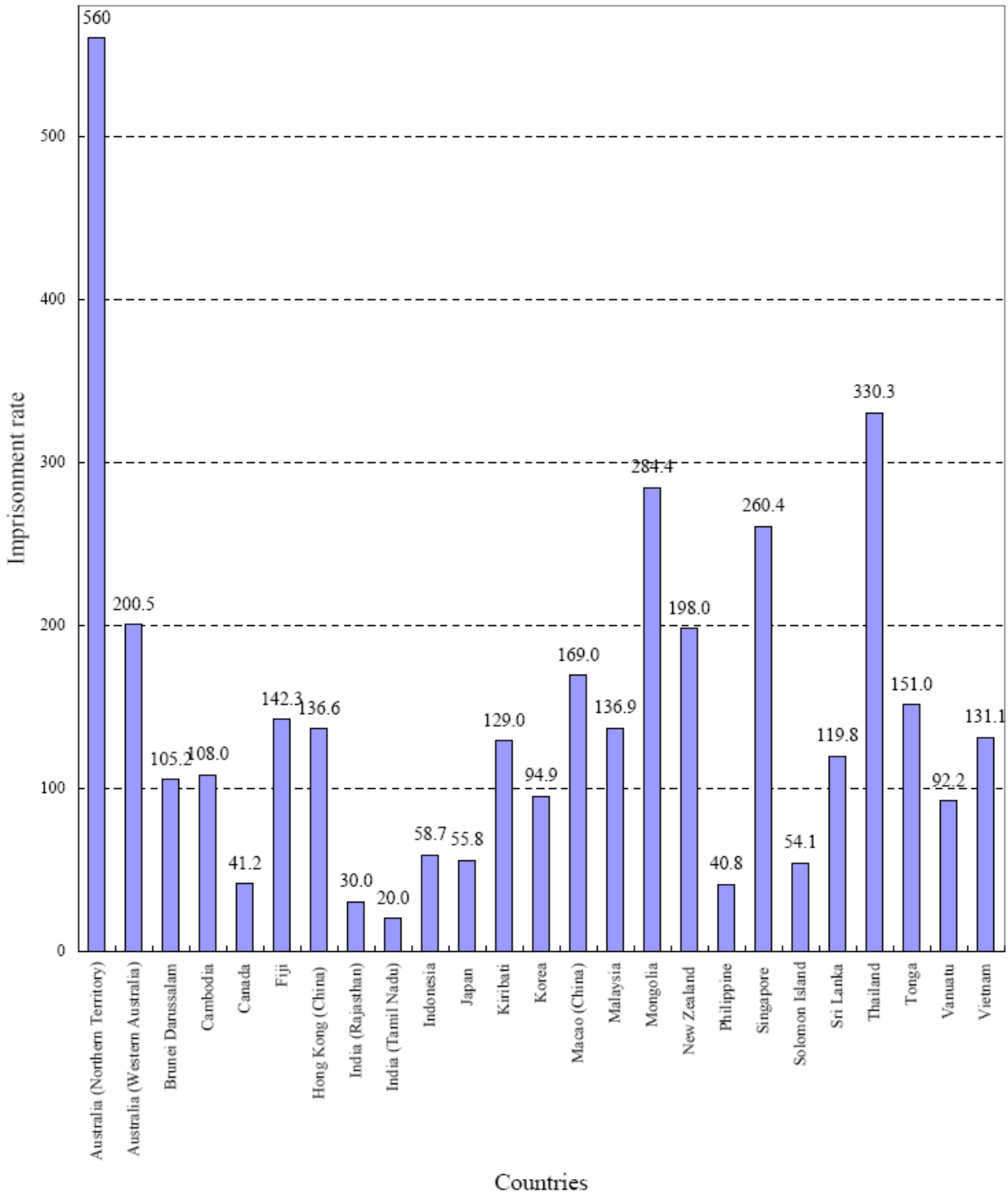
Country/Area	Male	Female	Total Population('000)	General 000 population)	Imprisonment rate (per 100 000 population)	% of foreign nationals/non- locals
Australia (Northern Territory)	1 207	58	1 265	226	560	5.0
Australia (Western Australia)	4 296	352	4 648	2 318	200.5	10.0
Brunei Darussalam	386	41	427	406	105.2	32.3
Cambodia	14 224	993	15 217	14 090	108.0	3.9
Canada	13 651	570	14 221 ¹	34 483	41.2	6.0
Fiji	1 198	40	1 238	870	142.3	5.9
Hong Kong (China)	7 914	1 784	9 698	7 098	136.6	27.0
India (Rajasthan)	17 841	669	18 510	68 620	30.0	0.5
India (Tamil Nadu)	13 000	1 000	14 000	70 000	20.0	---
Indonesia	130 552	6 825	137 377	234 200 ²	58.7	0.4
Japan	66 096	5 324	71 420	128 019	55.8	6.5
Kiribati	124	9	133	103	129.0	0.0
Korea	44 000	2 503	46 503	48 989	94.9	2.8
Macao (China)	801	142	943	558	169.0	58.5
Malaysia	36 089	2 662	38 751	28 300	136.9	30.3
Mongolia	7 357	479	7 836	2 755	284.4	0.3
New Zealand	8 157	551	8 708	4 400	198.0	2.5
Philippine	34 039	2 105	36 144	88 570 ³	40.8	0.5
Singapore	11 981	1 240	13 221	5 077	260.4	13.2
Solomon Island	279	0	279	516	54.1	0.4
Sri Lanka	23 503	1 238	24 741	20 653	119.8	0.5
Thailand	196 415	33 241	229 656	69 519	330.3	4.0
Tonga	149	5	154	102	151.0	1.3
Vanuatu	220	4	224	243	92.2	0.4
Vietnam	100 752	12 266	113 018	86 216	131.1	0.3

¹ refers to the federal prison population

² for 2010

³ for 2007

Imprisonment Rate (per 100 000 population) Asia and the Pacific, mid 2011



Correctional Statistics for Asia and Pacific 2011

Table 2: Unconvicted Remandees, mid 2011

Country/Area	Unconvicted remandees	% of remandees	Remand rate (per 100 000 population)
Australia (Northern Territory)	297	23.5	131.4
Australia (Western Australia)	831	17.9	35.8
Brunei Darussalam	39	9.1	9.6
Cambodia	5 728	37.6	40.7
Canada	---	---	---
Fiji	321	25.9	36.9
Hong Kong (China)	1 550	16.0	21.8
India (Rajasthan)	12 118	65.5	17.7
India (Tamil Nadu)	---	---	---
Indonesia	51 624	37.6	22.0
Japan	7 881	11.0	6.2
Kiribati	17	12.8	16.5
Korea	15 090	32.4	30.8
Macao (China)	197	20.9	35.3
Malaysia	8 698	22.4	30.7
Mongolia	1 428	18.2	51.8
New Zealand	1 867	21.4	42.4
Philippine	---	---	---
Singapore	2 553	19.3	50.3
Solomon Islands	115	41.2	22.3
Sri Lanka	13 057	52.8	63.2
Thailand	59 864	26.1	86.1
Tonga	1	0.6	1.0
Vanuatu	66	29.5	27.2
Vietnam	---	---	---

Correctional Statistics for Asia and Pacific 2011

Table 3(a): Institutional Staff* to Prisoner Ratio, mid 2011

Country/Area	Total institutional staff	Institutional staff to prisoner ratio
Australia (Northern Territory)	426	1:2.9
Australia (Western Australia)	1790	1:2.6
Brunei Darussalam	452	1:0.9
Cambodia	2 211	1:6.9
Canada	13 486	1:1.1
Fiji	557	1:2.2
Hong Kong (China)	5 710	1:1.7
India (Rajasthan)	2 087	1:8.9
India (Tamil Nadu)	---	---
Indonesia	14 608	1:9.4
Japan	19 380	1:3.7
Kiribati	---	---
Korea	15 030	1:3.1
Macao (China)	624	1:1.5
Malaysia	13 089	1:2.9
Mongolia	2 683	1:2.9
New Zealand	3 648	1:2.4
Philippine	2 362	1:15.3
Singapore	1 760	1:7.5
Solomon Islands	341	1:0.8
Sri Lanka	4 837	1:5.1
Thailand	10 101	1:22.7
Tonga	112	1:1.4
Vanuatu	84	1:2.7
Vietnam	15 664	1:7.2

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

Correctional Statistics for Asia and the Pacific 2011

Table 3(b): Custodial Staff* to Prisoner Ratio, mid 2011

Country/Area	Total institutional custodial staff	Custodial staff to prisoner ratio
Australia (Northern Territory)	419	1:3
Australia (Western Australia)	2434	1:1.9
Brunei Darussalam	424	1:1
Cambodia	2001	1:7.6
Canada	7321	1:1.9
Fiji	415	1:3
Hong Kong (China)	4 912	1:2
India (Rajasthan)	1 608	1:11.5
India (Tamil Nadu)	---	---
Indonesia	13 604	1:10.1
Japan	17 481	1:4.1
Kiribati	33	1:4
Korea	13 332	1:3.5
Macao (China)	415	1:2.3
Malaysia	13 089	1:2.9
Mongolia	2 044	1:3.8
New Zealand	2 754	1:3.2
Philippine	1177	1:30.7
Singapore	1 653	1:8
Solomon Islands	277	1:1
Sri Lanka	4 717	1:5.2
Thailand	10101	1:22.7
Tonga	64	1:2.4
Vanuatu	80	1:2.8
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 personal, etc.).

Correctional Statistics for Asia and the Pacific 2011

Table 4(a): Rate of Offenders Receiving Community-based Supervised Sentences*, mid 2011

Country/Area	Total number of offenders receiving community-based supervised sentences	Rate of offenders receiving community-based supervised sentence (per 100000 population)
Australia (Northern Territory)	1042	461.1
Australia (Western Australia)	5 134	221.5
Brunei Darussalam	---	---
Cambodia	---	---
Canada	---	---
Fiji	---	---
Hong Kong (China)	4 370	61.6
India (Rajasthan)	---	---
India (Tamil Nadu)	---	---
Indonesia	---	---
Japan	11 763	9.2
Kiribati	---	---
Korea	---	---
Macao (China)	191	34.2
Malaysia	109	0.4
Mongolia	470	17.1
New Zealand	35937	816.8
Philippine	---	---
Singapore	18	0.4
Solomon Islands	---	---
Sri Lanka	---	---
Thailand	---	---
Tonga	---	---
Vanuatu	130	53.5
Vietnam	---	---

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

Correctional Statistics for Asia and the Pacific 2011

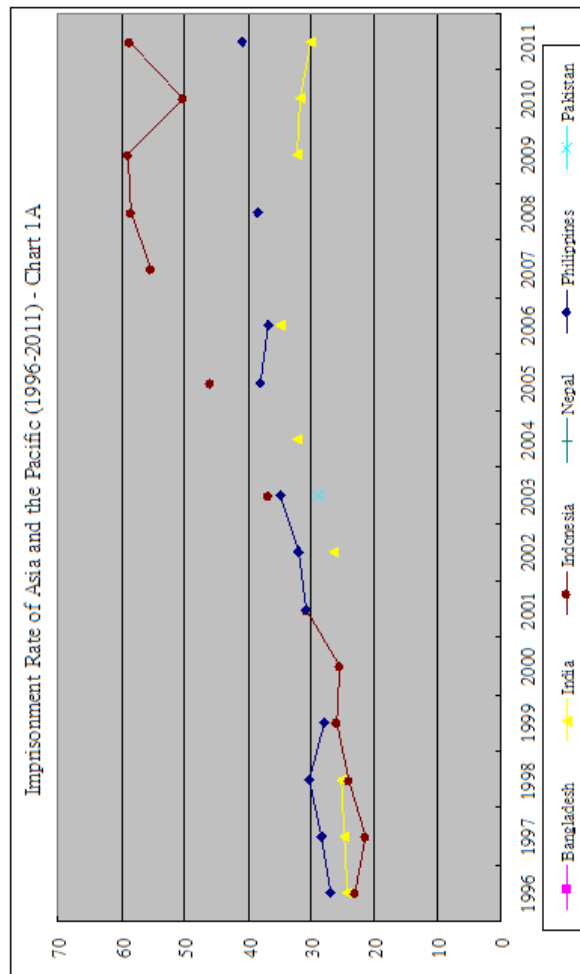
Table 4(b): Rate of Offenders Subject to Supervised Orders upon Release From a Custodial Sentence, mid 2011

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 (Northern Territory)	107	47.3
Australia (Western Australia)	468	20.2
Brunei Darussalam	---	---
Cambodia	---	---
Canada	8642	25.1
Fiji	45	5.2
Hong Kong (China)	2 433	34.3
India (Rajasthan)	1 731	2.5
India (Tamil Nadu)	---	---
Indonesia	34 512	14.7
Japan	5 968	4.7
Kiribati	---	---
Korea	---	---
Macao (China)	96	17.2
Malaysia	301	1.1
Mongolia	---	---
New Zealand	7224	164.2
Philippine	879	1
Singapore	647	12.7
Solomon Islands	---	---
Sri Lanka	68	0.3
Thailand	33873	48.7
Tonga	24	23.5
Vanuatu	75	30.9
Vietnam	---	---

Correctional Statistics for Asia and Pacific 2011

Trend of Imprisonment Rate in Asia and the Pacific (1996-2011)

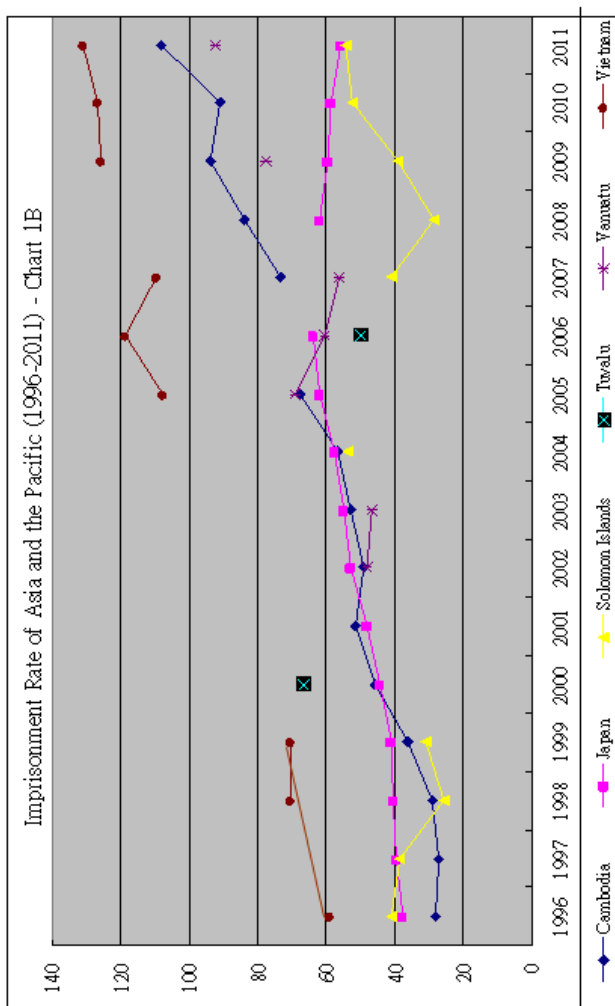
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Bangladesh	24.3	24.8	25.2	26.0	25.4	30.9	26.5	36.7	32.2	46.0	34.9	55.3	58.4	58.9	50.3	58.7
India	23.1	21.3	24.0	26.0	25.4	30.9	26.5	36.7	32.2	46.0	34.9	55.3	58.4	58.9	50.3	58.7
Indonesia	27.0	28.5	30.3	28.0	30.9	30.9	31.9	35.0	38.1	38.1	36.7	38.6	38.6	38.6	38.6	40.8
Nepal																
Philippines																
Pakistan								28.8								



Correctional Statistics for Asia and Pacific 2011

Trend of Imprisonment Rate in Asia and the Pacific (1996-2011)

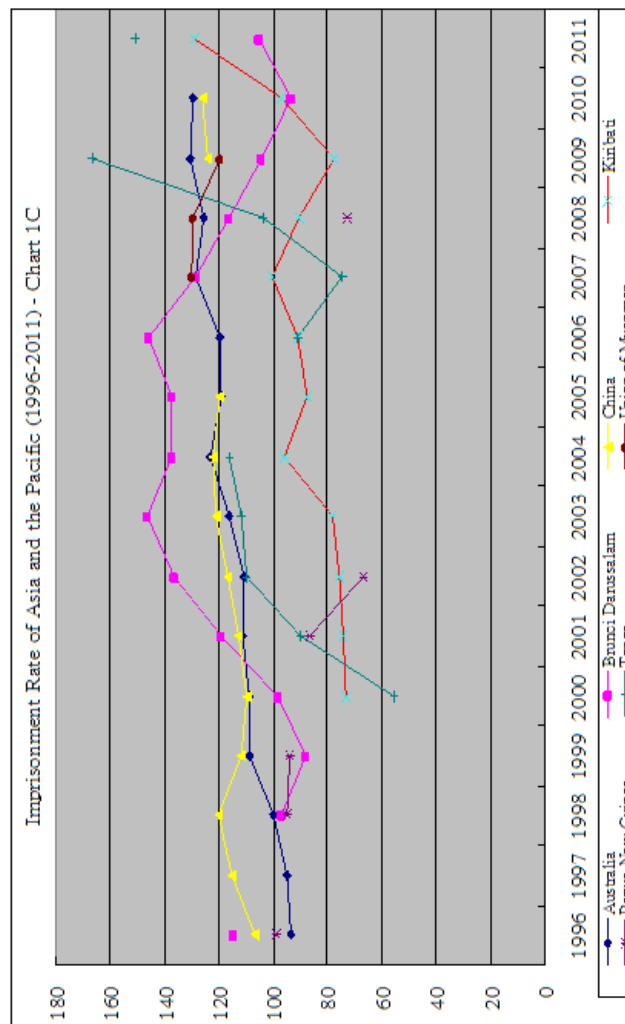
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Cambodia	28.3	27.2	29.1	36.0	45.9	51.5	49.0	52.9	56.5	67.4	63.6	73.3	83.7	93.6	90.9	108
Japan	37.7	39.6	40.3	41.0	44.3	48.3	52.8	54.6	57.8	61.9	63.6	61.8	61.8	59.7	58.4	55.8
Solomon Islands	40.9	38.7	25.5	31.0					54.0			40.9	28.8	39	52.5	54.1
Tuvalu				66.7							50.0					
Vanuatu					48.0		46.5		69.0		60.5	56.2		77.6		92.2
Vietnam	58.9		70.5	70.5					107.7		118.6	109.5		125.5	126.5	131.1



Correctional Statistics for Asia and Pacific 2011

Trend of Imprisonment Rate in Asia and the Pacific (1996-2011)

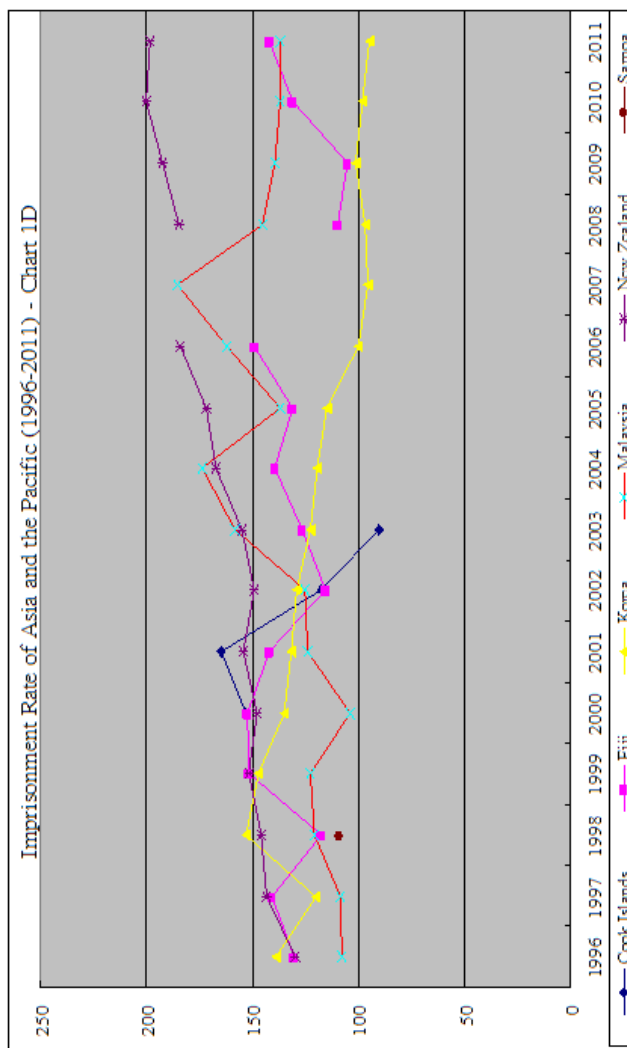
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Australia	93.4	95.1	99.9	108.8	108.9	111.2	111	116.1	123.1	119.4	119.7	128.4	125.6	130.4	129.4	
Brunei Darussalam	114.6	106.7	96.9	88.0	98.4	119.3	136.7	146.2	137.6	137.5	145.9	128.8	116.2	104.1	93.3	105.2
China	106.7	115.2	120.0	112.0	109.8	112.8	116.7	121.3	122.3	119.7				123.9	126.2	
Kiribati	99.1		94.8	94.0	73.1	74.1	75.7	78.1	95.9	87.6	90.8	100.5	90.3	77.8	96.8	129
Papua New Guinea					55.3	90.2	110.0	111.9	116.0		91.1	74.8	103.9	166.7		151
Tonga												129.9	129.6	119.9		
Union of Myanmar																



Correctional Statistics for Asia and Pacific 2011

Trend of Imprisonment Rate in Asia and the Pacific (1996-2011)

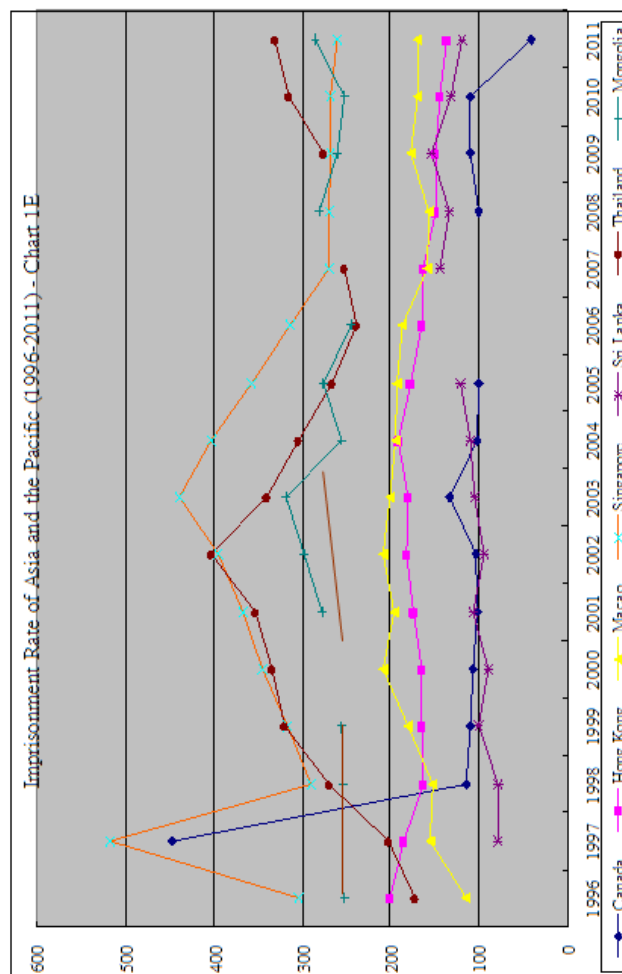
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Cook Islands	130.4	141.1	117.5	152.0	153.3	165	117.6	90.4								
Fiji	138.7	120.3	152.9	147.0	152.5	142.2	115.7	126.7	139.7	130.9	149.5	109.8	109.8	105.1	131.1	142.3
Korea	108.2	108.4	120.5	123.0	135.3	131.5	128.9	122.5	119.4	114.8	100.2	95.9	96.9	101.3	97.9	94.9
Malaysia	129.6	143.1	146.3	152.0	148.1	154.7	149.3	158.5	173.7	137.1	162.4	185.1	145.2	139.8	137.1	136.9
New Zealand									167.5	171.6	183.8		184.7	192.5	200.3	198
Samoa			109.3													



Correctional Statistics for Asia and Pacific 2011

Trend of Imprisonment Rate in Asia and the Pacific (1996-2011)

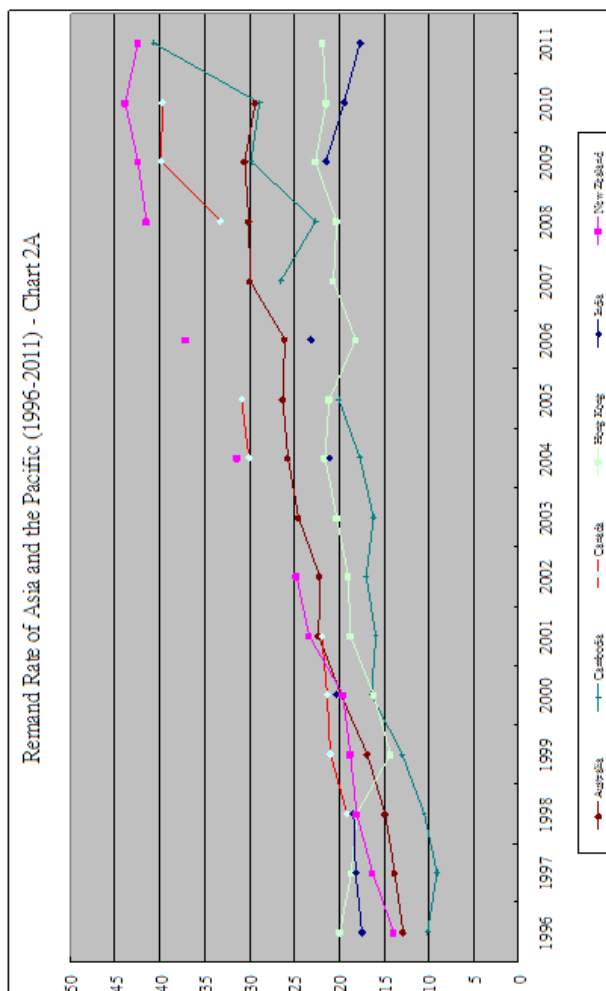
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Canada		446.0	114.9	109.0	107.0	102.5	103.2	133.5	101.1	99.5			100.7	109.1	109.4	41.2
Hong Kong	201.1	184.4	163.2	164.0	164.0	173.8	181.2	180.1	191.3	176.5	163.8	162.5	148.5	149.3	144.3	136.6
Macao	114.3	154.7	152.0	180.0	207.7	195.7	208.3	200.7	194.4	192.1	186.8	158.2	156.3	176.6	169.7	169
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	260.4
Sri Lanka	77.8	78.4	78.4	100.0	88.7	106.0	93.3	105.1	108.9	121.3		144.5	132.4	153	131	119.8
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	275.6	315.3	330.3
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	284.4



Correctional Statistics for Asia and Pacific 2011

Trend of Remand Rate (1996-2011)

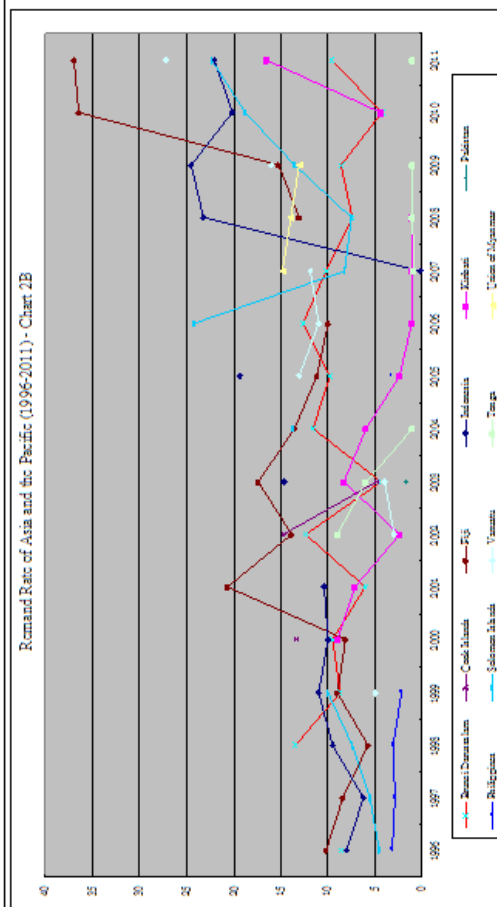
Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Australia	12.8	13.8	14.8	16.9	19.8	22.3	22.2	24.5	25.7	26.3	26.1	29.9	30.1	30.5	29.4	
Cambodia	10.1	9.1	10.5	13.0	16.4	15.9	17.0	16.1	17.7	20.1		26.5	22.7	29.8	28.9	40.7
Canada			19.1	21.0	21.4	21.9			30.1	30.9			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	21.8
India	17.5	18.2	18.4		20.3				21.1		23.1			21.5	19.5	17.7
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	42.4



Correctional Statistics for Asia and Pacific 2011

Trend of Remand Rate (1996-2011)

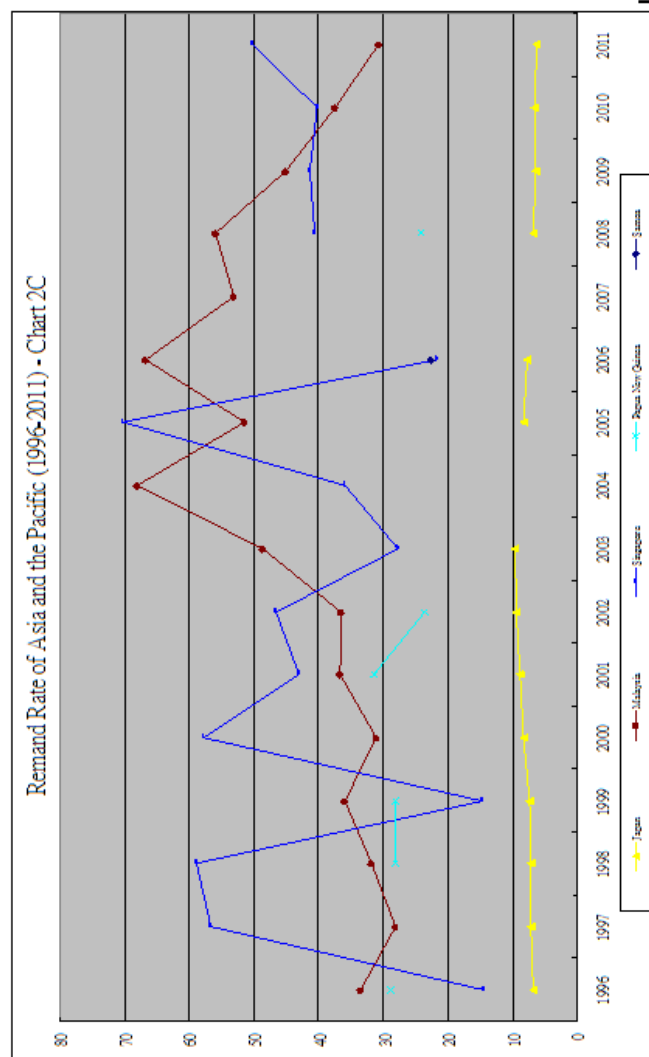
Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Brunei Darussalam	8.6		13.4	8.7	9.5	6.0	12.3	4.3	11.6	9.8	12.6	10.2	7.4	8.6	4.2	9.6
Cook Islands					13.3		14.7	4.8								
Fiji	10.2	8.4	5.7	9.0	8.1	20.6	13.8	17.4	13.5	11.2	10.0		13	15.2	36.4	36.9
Indonesia	8.0	6.2	9.5	11.0	10.0	10.4	14.6			19.4		0.2	23.2	24.5	20.1	22
Kiribati					9.0	7.1	2.4	8.3	5.9	2.4	1.1	1.1	1.1		4.3	16.5
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	22.3
Vanuatu				4.9			3.0	4.0		13.0	11.0	11.9	16			27.2
Tonga							9.0	5.9	1.0			0.9	1	1		1
Union of Myanmar												14.8	13.9	13		



Correctional Statistics for Asia and Pacific 2011

Trend of Remand Rate (1996-2011)

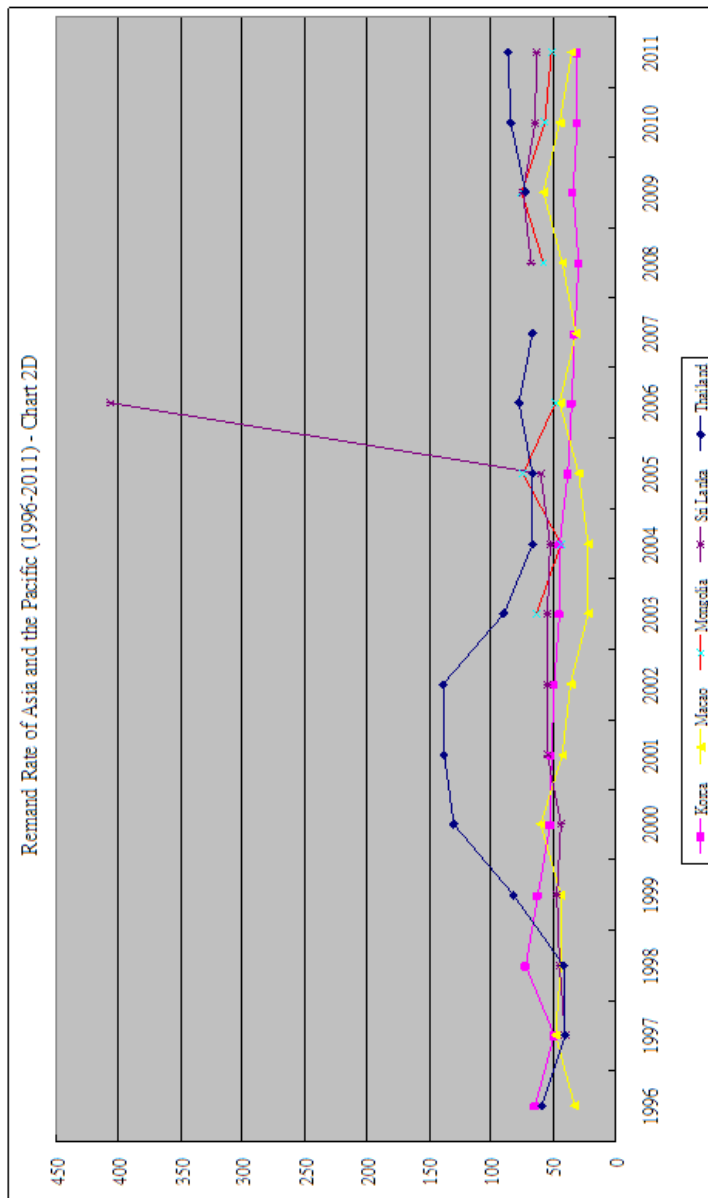
Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Japan	6.8	7.1	7.1	7.3	8.3	8.7	9.3	9.5	9.5	8.3	7.6	7.6	6.8	6.4	6.5	6.2
Malaysia	33.5	28.1	31.8	35.9	31.0	36.7	36.5	48.6	68.0	51.4	66.8	53.1	55.8	45.1	37.4	30.7
Singapore	14.3	56.7	58.9	14.6	57.8	43.0	46.5	27.7	35.8	70.3	21.7	40.6	40.6	41.3	40.2	50.3
Papua New Guinea	28.8		28.1	28.1	31.4	23.6							24.1			
Samoa											22.6					



Correctional Statistics for Asia and Pacific 2011

Trend of Remand Rate (1996-2011)

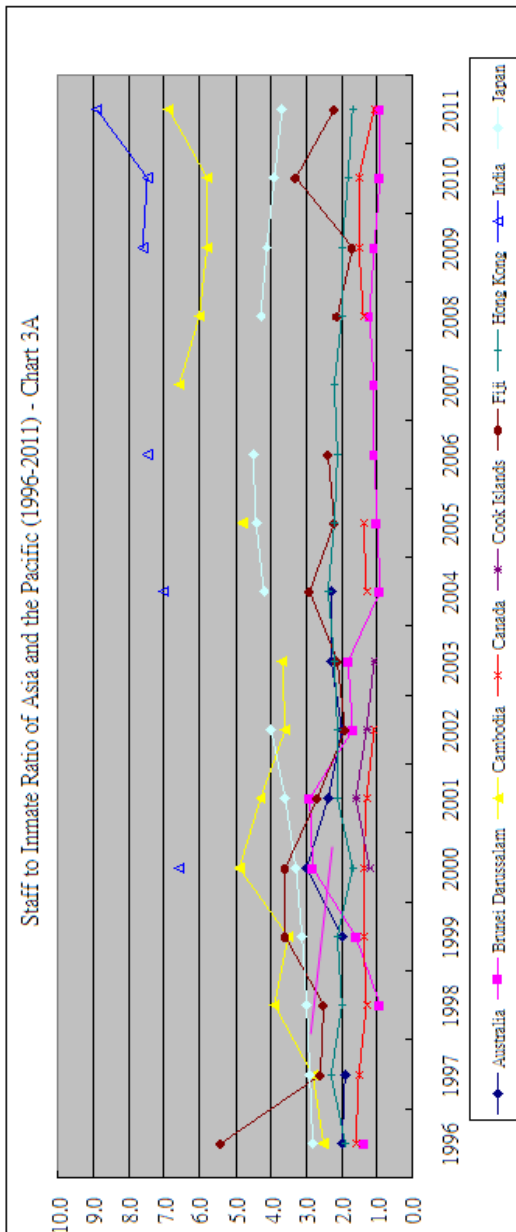
Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Korea	64.7	49.1	71.6	62.8	52.5	51.2	48.7	45.3	45.0	38.0	34.6	32.8	29.9	34.1	31.1	30.8
Macao	32.8	48.4	43.6	43.2	59.9	42.3	36.2	21.6	21.6	29.7	44.7	31.2	42.9	57.5	44.6	35.3
Mongolia		40.8	44.9	47.5	43.3	54.3	54.7	63.7	43.6	74.1	48.4		57.7	75	56.5	51.8
Sri Lanka		40.8	41.8	82.2	129.9	137.9	138.8	89.7	66.1	66.5	77.8	67.0	68.2	74.5	64.3	63.2
Thailand	59.0															



Correctional Statistics for Asia and Pacific 2011

Staff VS Inmate Ratio (1996-2011)

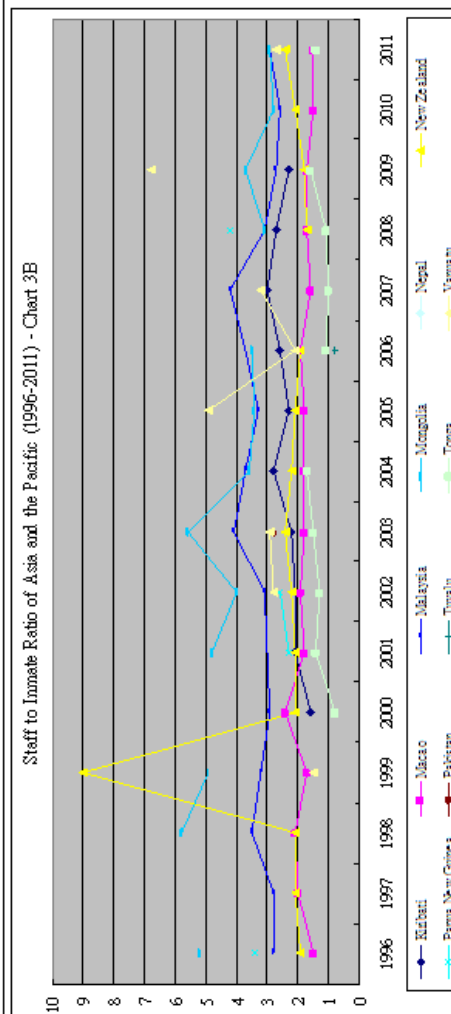
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Australia	2.0	1.9		2.0	3.0	2.4	2.0	2.3	2.3							
Brunei Darussalam	1.4		0.9	1.6	2.8	2.9	1.7	1.8	0.9	1.0	1.1	1.1	1.2	1.1	0.9	0.9
Cambodia	2.5	2.8	3.9	3.5	4.9	4.3	3.6	3.7	4.8	4.8	6.6	6.6	6	5.8	5.8	6.9
Canada	1.6	1.5	1.3	1.4	1.4	1.3	1.1		1.3	1.4			1.4	1.5	1.5	1.1
Cook Islands				1.2	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	2.2
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	1.7
India					6.6				7.0					7.6	7.5	8.9
Japan	2.8	2.9	3.0	3.1	3.3	3.6	4.0	4.2	4.2	4.4	4.5	4.3	4.3	4.1	3.9	3.7



Correctional Statistics for Asia and Pacific 2011

Staff VS Inmate Ratio (1996-2011)

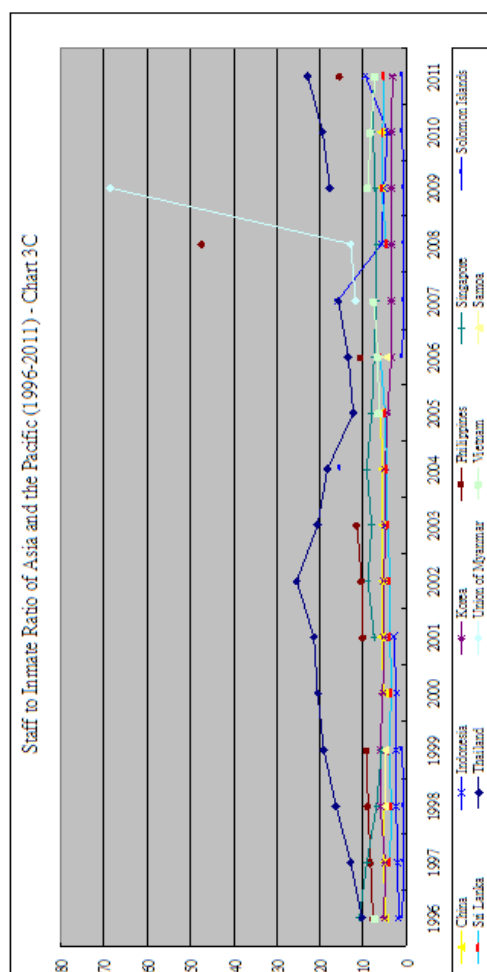
	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Kiribati					1.6	2.1	2.1	2.2	2.8	2.3	2.6	3.0	2.7	2.3		
Macao	1.5	2.0	2.1	1.7	2.4	1.8	1.9	1.8	1.8	1.8	1.9	1.6	1.7	1.7	1.5	1.5
Malaysia	2.8	2.8	3.5	3.2	2.9	3.0	3.1	4.1	3.7	3.3	3.7	4.2	3.1	2.7	2.6	2.9
Mongolia	5.2		5.8	4.9		4.8	4.0	5.6	3.6	3.4	3.5		3.1	3.7	2.8	2.9
Nepal																
New Zealand	1.9	2.1	2.1	9.0	2.1	2.1	2.2	2.4	2.2	2.1	1.9		1.7	1.8	2.1	2.4
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		1.4
Vanuatu			1.5			2.8	2.8	2.9		4.9	2.1	3.2		6.8		2.7



Correctional Statistics for Asia and Pacific 2011

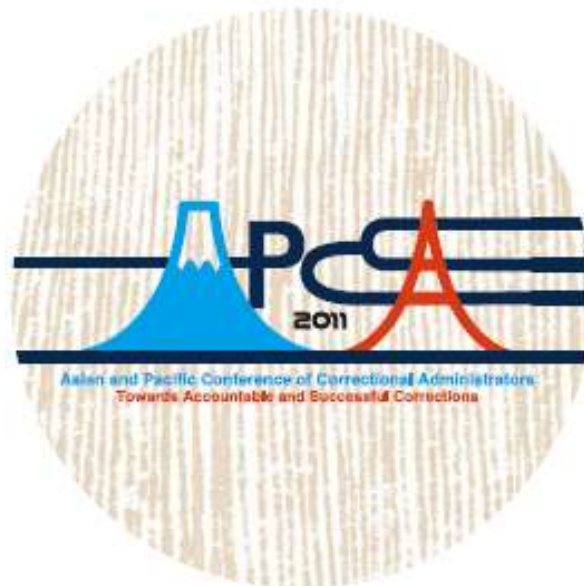
Staff VS Inmate Ratio (1996-2011)

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
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	9.4
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	3.1
Philippines	7.7	8.2	8.8	9.0	10.0	10.3	11.3				10.6		47.4			15.3
Singapore	10.7	9.0	6.7	5.7	7.5	8.8	7.9	9.2	8.0	8.0	7.5	6.7	6.9	7.2	7.6	7.5
Solomon Islands	0.8	0.7	0.6	0.8				15.3			0.9	0.7	0.6	0.7	0.8	0.8
Sri Lanka	3.6	3.6	3.3	4.0	3.3	3.8	3.7	4.3	4.6	4.8	6.0	4.6	4.6	5.6	5.3	5.1
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	22.7
Union of Myanmar													11.7	12.7		
Vietnam	7.2									6.2	6.5	7.4		8.7	8.3	7.2
Samoa			4.9	4.9							4.6					



Appendix C

Conference Program 2011



CONFERENCE PROGRAM



The 31st Asian and Pacific Conference
of Correctional Administrators

APCCA 2011

TABLE OF CONTENTS

Welcome.....	2
Background	3
APCCA Symbols	3
Logo and Theme	4
Conference Information	5
The 31st APCCA Conference Program	7
Agenda Items	11
Exhibition.....	16
Site Visits	17
Social Functions.....	19
General Information	19
APCCA Song	21
Contact Directory.....	22



Produced by
Correction Bureau
Ministry of Justice JAPAN



絆

Kizuna: Bonds of Friendship



Dear Colleagues,

On behalf of the Correction Bureau of the Ministry of Justice of Japan, I would like to welcome you to Tokyo for the 31st Asian and Pacific Conference of Correctional Administrators (APCCA). We are honored to be able to hold this important gathering with the attendance of so many delegates.

Last year's meeting hosted by Mr. Don Head, the Commissioner of the Correctional Service of Canada, was a great success. A new approach was taken to the conference program and participating countries engaged in dynamic discussions. In addition, the Working Group on Future Directions for APCCA established by the Canada conference met in Langkawi, Malaysia, this summer and offered an opportunity for us to examine afresh the significance of APCCA which has been held for more than 30 years. I hope this Tokyo conference will be the first step towards taking action to create a better APCCA.

As you all know, this year has been an unforgettable one for Japan. The major earthquake and tsunami that struck the nation on March 11 and the ensuing nuclear power station accident have taken many lives and caused great damage over a wide area. Today, about half a year later, the nation and particularly the afflicted area are still walking the tough road to reconstruction.

After the earthquake, however, we have received great support and warm words of sympathy from the whole world. Through

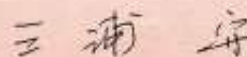
this, we have gained a keen sense of Japan as a member of the international community and we feel the strong kizuna (bonds of friendship) between Japan and other countries. Our kizuna with all of you have been a light that has filled the darkness of an uncertain future and illuminated the path to Japan's rebirth and recovery. As a citizen of Japan, I would like to take this opportunity to express my appreciation to you.

In our field of correctional administration, each country and region faces issues that they struggle to resolve. We need to tackle our common challenges by drawing on the kizuna among APCCA member nations and regions. If we do that, we will be able to achieve greater heights as described in "Togetherness in Unity," the official song of APCCA.

This year's theme of "Towards Accountable and Successful Corrections" is an important issue for achieving our ultimate objective of rehabilitating offenders and ensuring public safety.

I hope that this conference enhances each country's insight as well as the cooperative ties built among member nations and regions over the years and gives us all the strength we need to resolve issues surrounding corrections.

Japan is now entering autumn, the beautiful season of harvest. The mountains are donning their brilliant fall reds and yellows, and cool breezes are refreshing the cities. In closing, I hope that both this conference and your stay in Japan are rewarding and memorable for you.



Mamoru Miura
 Director General
 Correction Bureau
 Ministry of Justice
 Japan

Background and APCCA Symbols



BACKGROUND

The first meeting of the Asian and Pacific Conference of Correctional Administrators (APCCA) was held in Hong Kong in 1980. The idea of that meeting 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 been held each year, apart from 1990. For most of that period, the conference was assisted by the Australian Institute of Criminology but between 1993 and 2003, the conference has been supported by Professor David Biles, APCCA's first coordinator working in a private capacity. Since 2003, Professor Neil Morgan and Ms Irene Morgan have been serving as the APCCA coordinators, known as the Rapporteur and Co-Rapporteur.

During 2001-2002, in order to preserve the significant history of traditions and practices growing around APCCA and to enable further development of the conference, the APCCA secretariat was established at the Correctional Services Department Headquarters in Hong Kong and the Singaporean Prison Service.

APCCA SYMBOLS

APCCA has adopted a number of symbols that embody its enduring values and traditions including a Fijian war club, an Indian brass lamp and a flag. Although a "war club" may be associated with aggression and violence, its significance is of a sign of peace, harmony and civilisation when it is surrendered to another person. The Indian oil lamp is a symbol of learning and enlightenment. APCCA adopted a flag at the 2005 conference in Korea, prepared by the Corrections Bureau of Korea. This is symbolic of the long life and strength of APCCA. At the 2009 conference in Langkawi, Malaysia, APCCA adopted a theme song entitled "Togetherness in Unity"





Logo and Theme



The 31st CONFERENCE LOGO

The logo for the 31st APCCA features two landmarks, Mt. Fuji and the Tokyo Tower, symbolizing Japan and Tokyo, consecutively.

The magnificent and superb beauty of Mt. Fuji has been admired as the symbol of Japan for more than 1,000 years. We have long lived together with threats and benefits deriving from the nature of the volcanic mountain, and thus our country has thrived and prospered. Mt Fuji, sitting serenely on the ground showing us its solemn silhouette, represents the spirit of gracious love and unshakable belief.

The Tokyo Tower has been symbolic of Tokyo since its foundation in 1958, when Tokyo was recovering from the aftermaths of the Second World War and was in the middle of achieving economic growth. With its height of 333m, the tallest freestanding tower in the world at the time of its opening has witnessed from high above, the development of Tokyo for more than 50 years. The

Tower thus represents the technology and wisdom of humankind.

The colors of the two landmarks, red and blue, are representative of passion and calmness. The shape that spreads out wide towards the end ("Suehirogari" in Japanese) signifies prosperity. Together, the logo is designed to express passion and knowledge dedicated to corrections as well as the development of APCCA.

THEME

The theme of the conference, 'Towards Accountable and Successful Corrections' is highly important and crucial for the sake of attaining our ultimate goals, which are to promote reformation and rehabilitation of offenders and to protect the general public.

We are determined to facilitate and enhance vibrant discussions throughout the conference and hopefully, the sessions should prove interesting and informative. It is our sincere wish that this prestigious opportunity to catch up with senior executives from Asia Pacific will become a driving force to meet and manage the challenges we face, and to lead correctional administrations accepted and supported by the people.

APCCA 2011

CONFERENCE INFORMATION

Venue

All conference sessions will take place at the RIHGA ROYAL HOTEL TOKYO. Transportation will be provided for visit programs and other scheduled activities that will take place outside of the hotel.

The Hotel, located on the edge of Okuma Garden in downtown Tokyo, is a luxurious and elegant retreat situated in the center of one of the world's busiest commercial capitals.

Phone: +81 (0)3-5285-1121

Fax: +81 (0)3-5285-4321

Web site: <http://www.rihga.com/index.html>

Catering

All dietary requirements have been communicated to the hotel and all over

venues we will be visiting. However, please let us know if you have any queries during the conference. Delegates are responsible for the payment of their own meal expenses outside of conference activities.

Registration and Information Desk

The registration and information desk is located in the Orchid room on the third floor of the hotel.

The registration desk will be open from 12:00 to 18:00 on Sunday, October 9 and from 8:00 to 9:00 on Monday, for you to collect your conference satchel and identification name tags.

The information desk will be open from Sunday, October 9 to Friday, October 14, where computers with Internet facilities and printers will be available.





Name Tags

For security reasons, your name tag must be worn at all times, including during social functions. You will not be able to enter the conference venue without your name tag. If your name tag gets damaged please come and get a replacement from the Secretariat.

APCCA 2011 Secretariat and Official Agent

Secretariat and Support services will be located in the Marguerite room on the third floor. Conference organizers and official agents will be in the Marguerite room from 8:00 to 17:00 during the conference period.

Satchel Contents

You will receive your conference satchel when you register. In your satchel you will find the following:

- Discussion Guide
- Conference Program
- List of participants

Liaison Officers

You will have a designated APCCA Liaison Officer looking after your delegation. All Liaison Officers will be putting on green neck straps so they are easily identifiable. These staff members will be happy to assist you and the rest of your delegation with any questions you may have.



APCCA 2011

The 31st APCCA Conference Program

■ Day1 (October 9, 2011 Sunday)

DRESS CODE: SMART CASUAL

Time	Program	Floor	Room
12:00-17:50	Registration	3	Orchid
13:00-13:30	Finance Committee	3	Rose
13:30-14:00	Facilitators & Summary Presenters Meeting	3	Rose
14:30-17:00	Governing Board	3	Rose
18:00-20:00	Welcome Reception	3	Royal Hall

■ Day2 (October 10, 2011-Monday)

DRESS CODE: BUSINESS ATTIRE

Time	Program	Floor	Room
8:00-9:00	Registration	3	Orchid
9:00-10:00	Opening Ceremony	3	Royal Hall
	Official Group Photo Taking	3	Royal Hall
10:00-10:30	Coffee Break	3	Foyer
10:30-12:00	Business Session 1	3	Royal Hall
12:00-13:00	Lunch / Exhibition	2	Lunch: Sapphire / Diamond / Emerald
		3	Exhibition: Garden Terrace / Foyer
13:00-15:00	Agenda Item1: Challenges and initiatives in corrections	3	Royal Hall
15:00-15:30	Coffee Break	3	Foyer
15:30-17:30	Agenda Item1 (cont.)	3	Royal Hall
18:30-20:30	Welcome Dinner	3	Royal Hall

Day3 (October 11, 2011-Tuesday)

DRESS CODE: SMART CASUAL

Time	Program	Floor	Room
9:00-10:30	Concurrent Breakout Group Sessions		
	Agenda Item 2: Contemporary issues in correctional facility construction	2	Sapphire
	Agenda Item 3: International collaboration (in training and executive development, international prisoner transfer and the sharing of best practices)	2	Diamond
	Agenda Item 4: Partnerships with the private sector : challenges and opportunities	2	Emerald
10:30-11:00	Coffee Break	2	Foyer
11:00-12:00	Concurrent Breakout Group Sessions (cont.) Agenda Item 2 Agenda Item 3 Agenda Item 4	2	Sapphire Diamond Emerald
12:00-13:00	Lunch	3	Royal Hall
13:00-14:00	Exhibition	3	Garden Terrace / Foyer
14:00-15:00	Plenary Session	3	Royal Hall
15:00-16:00	Specialist Presentations	3	Royal Hall

The 31st APCCA Conference Program

■ Day4 (October 12, 2011-Wednesday)

DRESS CODE: SMART CASUAL

Time	Program	Floor	Room
9:00-10:30	Concurrent Breakout Group Sessions		
	Agenda Item 5: Recruiting staff with the desired skills and attributes	2	Sapphire
	Agenda Item 6: Engaging and communicating with the community	2	Diamond
	Agenda Item 7: Responding to the changing offender profiles	2	Emerald
10:30-11:00	Coffee Break	2	Foyer
11:00-12:00	Concurrent Breakout Group Sessions (cont.)		
	Agenda Item 5	2	Sapphire
	Agenda Item 6		Diamond
	Agenda Item 7		Emerald
12:00-13:00	Lunch	3	Royal Hall
13:00-14:00	Exhibition	3	Garden Terrace / Foyer
14:00-15:00	Plenary Session	3	Royal Hall
15:00-16:00	Specialist Presentations 2	3	Royal Hall
16:30-17:30	Agenda Committee Meeting	3	Rose


Day 5 (October 13, 2011-Thursday)

DRESS CODE: CASUAL

Time	Program	Venue
6:40-19:30	Prison Visit	Kitsuregawa Rehabilitation Program Center

Day 6 (October 14, 2011-Friday)

DRESS CODE: SMART CASUAL

Time	Program	Floor	Room
9:00-11:00	Visit Facility	-	Venue: Red-Brick Building in Ministry of Justice
12:00-13:00	Lunch	-	Venue: HOTEL GRAND PACIFIC LE DAIBA
15:30-17:00	Business Session 2	3	Royal Hall
	Closing Ceremony	3	Royal Hall
18:00-20:00	Farewell Dinner	3	Royal Hall

APCCA 2011

AGENDA ITEMS

Agenda Item 1

Participating countries will take turns (in alphabetical order) to present their papers. Seven minutes of presentation time will be allocated per country.

Session of Agenda Item 1

Date	Monday, October 10, 2011
Time	Afternoon Session: 13:00 - 17:30
Venue	Royal Hall

Topic: Challenges and initiatives in corrections

Chair: Mr. Mamoru Miura, Director-General of the Correction Bureau, Ministry of Justice, Japan

Rapporteur: Professor Neil Morgan
Inspector, Office of the Inspector of Custodial Services, Western Australia

Point of discussion:

- Catering for external factors
- The legislative and policy framework of corrections
- Prison populations
- Prison building and renovation
- Other issues and successful initiatives

Presentations:

Japan	Republic of Korea
Australia	Malaysia
Brunei	Mongolia
Cambodia	New Zealand
Canada	Philippines
China	Singapore
Hong Kong (China)	Solomon Islands
Macao (China)	Sri Lanka
Fiji	Thailand
India	Tonga
Indonesia	Republic of Vanuatu
Republic of Kiribati	Vietnam



Session of Agenda Item 2 - 7

The discussion of agenda item 2, 3 and 4 will be conducted concurrently in breakout sessions on Tuesday, October 11 and agenda items 5, 6 and 7 will be conducted concurrently in breakout sessions on Wednesday, October 12.

Following each breakout session, the groups will reconvene in a plenary session to review the outcomes and views of the breakout groups, which will be combined in a final report.

Each breakout group will be managed by a facilitator and co-facilitator. At the end of each breakout group, time will be allocated for the groups to discuss and summarize the main findings.

The facilitator of each breakout group will then present their findings when the conference reconvenes in the afternoon. After the facilitator has presented the group's views, the item will be opened up for detailed discussion including questions and answers.

From 13:00 - 14:00 please take the time to visit our exhibitors in the Garden Terrace and Foyer in front of the Royal Hall.



APCCA 2011

AGENDA ITEMS

Session of Agenda Item 2

Date	Tuesday, October 11, 2011
Time	Morning Session: 9:00 - 12:00 Afternoon Session: 14:00 - 15:00
Venue	Morning Session: Floor 2, Sapphire Afternoon Session: Floor 3, Royal Hall

Topic : Contemporary issues in correctional facility construction

Facilitators : Mr. Naoyuki Goda, Facilities Division, Minister's Secretariat, Ministry of Justice, Japan
Ms. Elizabeth Van Allen, Canada

Point of discussion:

- Community acceptance
- Environmental considerations
- Security, safety and control
- Meeting diverse correctional needs

Presentations:

- Japan
- Hong Kong (china)
- Canada

Session of Agenda Item 3

Date	Tuesday, October 11, 2011
Time	Morning Session: 9:00 - 12:00 Afternoon Session: 14:00 - 15:00
Venue	Morning Session: Floor 2, Diamond Afternoon Session: Floor 3, Royal Hall

Topic : International collaboration (in training and executive development, international prisoner transfer and the sharing of best practices)

Facilitators : Mr. Naoto Ohkuma, Training Institute for Correctional Personnel, Japan
Mr. Kwok Leung LAM, Hong Kong

Point of discussion:

- International prisoner transfers
- Training and executive development opportunities
- Sharing best practices

Presentations:

- Japan
- Hong Kong (china)
- Malaysia
- Korea



Session of Agenda Item 4

Date	Tuesday, October 11, 2011
Time	Morning Session: 9:00 - 12:00 Afternoon Session: 14:00 - 15:00
Venue	Morning Session: Floor 2, Emerald Afternoon Session: Floor 3, Royal Hall

Topic : Partnerships with the private sector : challenges and opportunities

Facilitators : Mr. Junichi Watanabe, Correction Bureau, Ministry of Justice, Japan
Mr. Harry Hawthorn, New Zealand

Point of discussion:

Forms of private sector partnership
Detailed case study (history of the partnership, objectives, terms and conditions, safeguards and accountability, and outcomes)

Presentations:

Japan
Australia
Singapore



Session of Agenda Item 5

Date	Wednesday, October 12, 2011
Time	Morning Session: 9:00 - 12:00 Afternoon Session: 14:00 - 15:00
Venue	Morning Session: Floor 2, Sapphire Afternoon Session: Floor 3, Royal Hall

Topic : Recruiting custodial staff with the desired skills and attributes

Facilitators : Mr. Taihei Mizukami, Osaka Special Medical Center, Japan
Ms. Shie Yong Lee, Singapore

Point of discussion:

Attracting the desired applicants
Screening and selecting custodial officers

Presentations:

Japan
Hong Kong (china)
Malaysia

APCCA 2011

AGENDA ITEMS

Session of Agenda Item 6

Date	Wednesday, October 12, 2011
Time	Morning Session: 9:00 - 12:00 Afternoon Session: 14:00 - 15:00
Venue	Morning Session: Floor 2, Diamond Afternoon Session: Floor 3, Royal Hall

Topic : Engaging and communicating with the community

Facilitators : Mr. Masato Uchida, Tokyo Detention House, Japan
Mr. Jeff Andrews, Australia

Point of discussion:

- How the program / initiative came about
- Objectives
- Results of any evaluations that have been undertaken
- Future prospects of the program / initiative

Presentations:

- Japan Hong Kong (china)
- Australia Malaysia
- Singapore

Session of Agenda Item 7

Date	Wednesday, October 12, 2011
Time	Morning Session: 9:00 - 12:00 Afternoon Session: 14:00 - 15:00
Venue	Morning Session: Floor 2, Emerald Afternoon Session: Floor 3, Royal Hall

Topic : Responding to the changing offender profiles

Facilitators : Mr. Hiroyuki Shinkai, Chiba Prison, Japan
Mr. Philip Brown, Australia

Point of discussion:

- Changing offender profiles
- Cases studies

Presentations:

- Japan
- Singapore
- Canada



Exhibition

Date	From Monday, October 10, 2011 To Wednesday, October 12, 2011	
Time	10:00 - 16:30	
Venue	Floor 3, Garden Terrace	
Exhibitor	Correction Bureau, MOJ	The Earthquake Disaster and Correction: How did Japanese correction officials cope with the unprecedented gigantic disaster?
	UNAFEI	UNAFEI International Training Courses and Seminars
	The Japanese Correctional Association	Exhibition and sale of Prison Industry
	Private cooperative companies	Efforts by the private cooperatives companies

A three-day exhibition will be held from October 10 to 12, at “Garden Terrace” located across from the main site “Royal Hall.”

Garden Terrace has a panoramic overlook of the Okuma Garden. Please enjoy the picturesque view of the garden during lunch breaks and coffee breaks.



APCCA 2011

SITE VISITS

Kitsuregawa Rehabilitation Program Center - PFI (Private Finance Initiative) Prison

Date	Thursday, October 13, 2011
Time	6:40 - 19:30
Dress Code	Casual
Transport	Buses will depart at 6:40 from the RIHGA ROYAL and return at approx 19:30

Overview

Kitsuregawa Rehabilitation Program Center, the prison which is located approximately 110km north from Tokyo and accommodates male prisoners with

no-advanced criminal tendency, started its operations in 2007.

This prison is operated by the PFI (Private Finance Initiative: a method of utilizing private capital and know-how to build, maintain and operate public facilities), and drawing up and implementing various programs such as education, prison work and vocational training, etc. through collaboration between public and private sectors.

In addition, this prison has “Special Units” to house physically or mentally disabled prisoners, which implements programs such as prison work which has the effect of medical treatment.



Red-Brick Building in Ministry of Justice

Date	Friday, October 14, 2011
Time	9:00 -14:30
Dress Code	Smart Casual
Transport	Buses will depart at 9:00 from the RIHGA ROYAL and return at approx 14:30

Overview

Red-Brick Building was completed as a government office building of old Ministry of Justice in 1895. Though this building was damaged and only its brick walls and floors remained intact in 1945 during World War II, after the war, it was repaired by 1950 and thereafter used as the main building of Ministry of Justice. In 1994, present Red-Brick Building

was restored to its original appearance when it was built for the first time, and its external appearance was designated among the Important Cultural Properties of Japan in that year.

The Ministry of Justice Museum-Message Gallery inside the Red-Brick Building displays historical materials concerning the “Modernization of the Judiciary” and “Architectural Modernization” (judicial historical materials such as records related to the history of the Ministry of Justice and the administration of justice, architectural materials related to the architectural techniques used to build the Red-Brick Building), and materials concerning promotion and publicity for the justice system reform (panels related to Lay Judges (Saiban-in) System, etc.).



APCCA 2011

Social Functions

Welcome Reception

Date	Sunday, October 9, 2011
Time	18:00 - 20:00
Venue	Floor3, Royal Hall
Dress Code	Smart casual
Catering	Cocktail food

Welcome Dinner

Date	Monday, October 10, 2011
Time	18:30 - 20:30
Venue	Floor3, Royal Hall
Dress Code	Smart casual
Catering	Buffet dinner

Farewell Dinner

Date	Friday, October 14, 2011
Time	18:00 - 20:30
Venue	Floor3, Royal Hall
Dress Code	Smart casual
Catering	Buffet dinner

General Information

Climate

October is one of the most pleasant seasons in Japan when people typically enjoy comfortable weather where temperatures cool down to a cozy level and days are often clear and fine.

During October the average daily maximum and minimum temperatures are 22°C and 15°C, consecutively, and the average monthly rainfall is 163mm.

Currency

The currency in Japan is the yen (¥). Coins are ¥1, ¥5, ¥10, ¥50, ¥100 and ¥500, and banknotes are ¥1,000, ¥2,000, ¥5,000 and ¥10,000.

Tipping is generally not expected, although particularly in higher-end restaurants and hotels, a 10% service fee is added to the bill.





Credit Cards

Credit Cards are generally accepted in Japan in hotels, larger stores and convenience stores. However, you may encounter places where they do not take credit cards, especially in smaller shops and stores.

VISA is most widely accepted, followed by Master Card American Express and Diners Club.

Business Hour

Typical opening hours are as indicated in the list below.

Department Store	11:00 - 20:00
Super Market	10:00 - 20:00
Convenience Store	24 hours
Restaurant	10:00 - 21:00
Bar / Pub	17:00 - midnight
Bank	9:00 - 15:00
Museum	9:00 - 17:00

Smoking & Mobile Phone

In restaurants, there is often a separation of smoking area and non-smoking area. On streets, smoking is prohibited by laws and prefectural/municipal ordinances, except for places designated by the laws and ordinances (i.e. where ashtrays are placed.) In Rihga Royal Hotel Tokyo, there is a smoking area on the first floor.

Please note that it is not accepted to talk on mobile phone while on board public transportation such as trains and buses.

Electricity

The electrical current in Japan is 100V and the cycle is 50Hz. Japanese plugs are the type with two flat pins, which are identical to two-pin North American plugs. Transformers are easy to find at one of Japan's plentiful electronics shops.

Time Zone

Japan time zone is +9 hours GMT. Throughout October sunrise is at approximately 5:45 am and sunset 17:00 pm.

Public Transport

Japan is renowned for its excellent public transport system that provides punctual and safe journey to your destination.

In Tokyo, there is a dense network of trains, subways, and buses. Although these are run by different operating companies, Suica and PASUMO (prepaid and rechargeable IC card) cover virtually most of the trains and subways, and many of the buses in Greater Tokyo.

APCCA SONG

Togetherness in Unity

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.



CONTACT DIRECTORY

EMERGENCY NUMBERS

Service	Telephone Number
Police (emergency only)	110
Police (non emergency)	#9110
Ambulance or Fire Brigade	119

EMBASSIES AND CONSULATES

AUSTRALIA

Australian Embassy in Japan
108-8361
2-1-14 Mita, Minato-ku, Tokyo
Tel: 03-5232-4111

BRUNEI

Embassy of Brunei Darussalam in Japan
141-0001
6-5-2 Kitashinagawa, Shinagawa-ku, Tokyo
Tel: 03-3447-7997

CAMBODIA

Royal Embassy of Cambodia in Japan
107-0052
8-6-9 Akasaka, Minato-ku, Tokyo
Tel: 03-5412-8521, 5412-8522

CANADA

Embassy of Canada in Japan
107-8503
7-3-38 Akasaka, Minato-ku, Tokyo
Tel: 03-5412-6200

CHINA

Embassy of the People's Republic of China in Japan
106-0046
3-4-33 Moto-Azabu, Minato-ku, Tokyo
Tel: 03-3403-3388/3380

FIJI

Embassy of Republic of Fiji in Japan
106-0041
2-3-5 Azabudai, Minato-ku, Tokyo
Tel: 03-3587-2038

INDIA

Embassy of India in Japan
102-0074
2-2-11 Kudan-Minami, Chiyoda-ku, Tokyo
Tel: 03-3262-2391 to 97

KIRIBATI

Honorary Consulate-General of the Republic of Kiribati in Tokyo
105-0004
5-13-5, Shinbashi, Minato-ku, Tokyo
Tel: 03-5425-1933

KOREA (Republic of)

Embassy of the Republic of Korea in Japan
160-0004
4-4-10 Yotsuya, Shinjuku-ku, Tokyo
Tel: 03-3452-7611 to 9

MALAYSIA

Embassy of Malaysia in Japan
150-0036
20-16 Nanpeidai-cho, Shibuya-ku, Tokyo
Tel: 03-3476-3840

MONGOLIA

Embassy of Mongolia in Japan
150-0047
21-4 Kamiyama-cho, Shibuya-ku, Tokyo
Tel: 03-3469-2088

NEW ZEALAND

New Zealand Embassy in Japan
150-0047
20-40 Kamiyama-cho, Shibuya-ku, Tokyo
Tel: 03-3467-2271

PHILIPPINES

Embassy of the Republic of the Philippines in Japan
106-8537
5-15-5 Roppongi, Minato-ku, Tokyo
Tel: 03-5562-1600

SINGAPORE

Embassy of the Republic of Singapore in Japan
106-0032
5-12-3 Roppongi, Minato-ku, Tokyo
Tel: 03-3586-9111, 3586-9112

SOLOMON ISLANDS

Honorary Consulate of Solomon Islands in Tokyo
102-0093
Kitano Arms, 6th Floor 2-16-15 Hiramawa-cho, Chiyoda-ku, Tokyo
Tel: 03-3265-3470

SRI LANKA

Embassy of the Democratic Socialist Republic of Sri Lanka in Japan
108-0074
2-1-54 Takanawa, Minato-ku, Tokyo
Tel: 03-3440-6911/6912/6915

THAILAND

Royal Thai Embassy in Japan
2-2-1 Kudan-Minami, Chiyoda-ku, Tokyo
Tel: 03-3222-4101

VANUATU

Honorary Consulate of the Republic of Vanuatu in Tokyo
181-0002
4-22-36 Mure, Mitaka-shi, Tokyo
Tel: 0422-70-5855

VIET NAM

Embassy of the Socialist Republic of Viet Nam in Japan
151-0062
50-11 Motoyoyogi-cho, Shibuya-ku, Tokyo
Tel: 03-3466-3311/3313/3314



Correction Bureau
Ministry of Justice
JAPAN



<http://travel.nittsu.co.jp/event/APCCA2011/index.html>

Appendix D

DISCUSSION GUIDE

ASIAN AND PACIFIC CONFERENCE OF CORRECTIONAL ADMINISTRATORS

2011

Tokyo, Japan

DISCUSSION GUIDE

*Professor Neil Morgan**

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

INTRODUCTION

Topics for APCCA conferences are decided at the previous year's conference on the basis of suggestions made by delegates. Delegates to the 2010 Conference in Vancouver selected the following topics.⁵⁴

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

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 generally found this approach helpful in preparing papers and we request that you follow the suggested format as closely as possible, especially with respect to Agenda Item One.

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 Agenda Items. Delegations may decide to provide papers only on the topics that are most relevant to them.

Please ensure that the papers are as succinct as possible. Generally, papers should not exceed 15 pages in length.

AGENDA ITEM 1

CHALLENGES AND INITIATIVES IN CORRECTIONS

From 1997 to 2010, Agenda Item One was entitled 'National Reports on Contemporary Issues in Corrections'. At the 2010 Conference it was agreed that the title should be changed to 'Challenges and Initiatives in Corrections'.

⁵⁴ The process is that delegates nominate topics which are considered by an 'Agenda Committee'. That committee then makes recommendations for adoption by the conference as a whole.

The conference presentation is limited to 8 minutes per delegation should therefore focus on selected issues. It is recommended that you discuss either: (i) one or two major challenges and how you have responded to those challenges; or (ii) key recent developments, such as major policy or legislation changes; or (iii) a specific 'success story' in corrections.

The written papers should continue to reflect the same themes as in previous years to ensure continuity in the APCCA knowledge base and full awareness of regional issues. Please consider the following questions so far as they are relevant in your jurisdiction.

1. Catering for External Factors

Correctional systems are invariably affected by the general socio-economic and political climate. Political discord and terrorist threats have presented serious problems in some countries. And many countries, including Japan, New Zealand, Indonesia and China, have suffered some devastating natural disasters over recent years.

Do you face any particular issues as a result of economic conditions, political crises, natural disasters or other external factors? How have you responded to these problems?

2. The Legislative and Policy Framework of Corrections

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.

Please outline any major reviews, initiatives and legislative changes with respect to corrections over recent years.

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 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 and Successful Initiatives

Please discuss (i) any other issues that are of particular current concern; or (ii) any correctional initiatives which have proved successful.

AGENDA ITEM 2

CONTEMPORARY ISSUES IN CORRECTIONAL FACILITY CONSTRUCTION

1. Introduction

Over recent years, many countries have stated that they are building new correctional facilities. Several have also commented on the very real value of visiting correctional facilities during the conferences. However, it has been some time since there was an agenda item specifically devoted to the design and construction of correctional facilities. This topic is therefore timely and important.

The design and construction of new correctional facilities must take account of a wide range of considerations. These include meeting the objectives of modern corrections (such as security, safety, rehabilitation and re-integration), addressing environmental and social concerns, and taking account of the changing profile of the prisoner population.

Presentations should include, where possible, photographs and plans of new and old facilities so that delegates can see the changes and the improvements.

2. Community acceptance

By their very nature, prisons are 'closed'. However, for a number of reasons, it is also generally accepted that prisons should become more integrated with local communities. Staff members are members of the community and most prisoners will be released at some stage. The local community also has an obvious interest in the safe, secure and humane operation of the facility. And, subject to appropriate security assessments, prisoners may undertake activities outside the prison, such as community work or employment training. However, it is common for communities to feel some concern at

the prospect of a prison opening in the area. It is therefore important to engage with local communities when new prisons are being planned.

How do you consult and work with local communities to build acceptance and support for new correctional facilities?

3. Environmental considerations

Prisons should be designed and constructed in ways that minimize adverse environmental effects. Different countries will have different needs and priorities, but some obvious examples include: the use of solar panels for power; systems for collecting and using rainwater; waste water recycling systems; and using design principles and construction techniques which reduce the amount of energy required for heating and cooling.

Prisons must be built within a budget and governments often impose tight financial limits. This can present some problems in that environmentally-friendly buildings are likely to cost more 'up-front'. And even though these additional costs are likely to be recouped over the long term, it is not always easy to persuade governments of this.

Using examples, discuss how environmental considerations are influencing prison design and construction in your country.

4. Security, safety and control

Good modern prison design combined with the use of modern technologies can offer significant benefits in terms of security and control. For example, cameras combined with electronic and microwave systems can improve perimeter security and the movements of prisoners and staff within the prison. The movement control options include the use of 'swipe cards' to gain access to different parts of the prison and the use of GPS or other 'tracking' devices. Obviously, the relevance of such technologies will vary between different prisons according to the security and safety risks posed by prisoners.

These technologies will involve significant up-front cost and also ongoing maintenance and upgrade expenditure. However, at least in the larger prisons, they are likely to result in longer term efficiencies and savings. They can also help to free custodial staff from some of their traditional 'security' roles and allow them to undertake more positive work with prisoners.

The use of modern technology will vary widely between different countries. For example, some of the smaller Pacific island nations have previously commented at APCCA that their prisons are small, that human interaction is more important than technology, and that the costs of installing and maintaining sophisticated modern technologies would outweigh the benefits.

Please give examples of modern security, safety and control technologies which are being applied in new prisons.

5. Meeting diverse correctional needs

The goals of modern correctional philosophy include rehabilitation and reintegration back into the community. However, discussions at recent APCCA conferences have noted that the profile of prisoners is becoming more complex. In most countries there are now more female prisoners, more elderly prisoners, more prisoners with serious mental health issues, more prisoners with physical disabilities and more foreign prisoners. There are also more prisoners with severe drug problems, violent criminal records, gang affiliations and terrorist links.

Agenda Item 7 focuses on issues relating to the management of a more complex cross section of prisoners. However, as facilities should be planned to meet current and future needs, it is also important to consider how such needs are being reflected in prison design. For example, some Japanese correctional facilities now include specific provision for people with mobility problems caused by age or disability. And prison designs in Canada, New Zealand and Australia are drawing increasingly on the input of Indigenous peoples.

What measures are being taken in the design of new prisons to reflect the specific needs of diverse groups of prisoners?

6. Conclusion

Please reflect briefly on (i) the main issues you face at present; (ii) likely future challenges; and (iii) existing examples of regional collaboration and potential opportunities for future collaboration.

AGENDA ITEM 3

INTERNATIONAL COLLABORATION: INTERNATIONAL PRISONER TRANSFERS, TRAINING AND EXECUTIVE DEVELOPMENT, AND SHARING BEST PRACTICES

1. Introduction

APCCA presents a unique opportunity for senior prison administrators to share issues, initiatives and achievements with fellow administrators from a wide range of countries. It is clear that despite the vast regional differences, many of the issues are similar. There is therefore scope for international collaboration across a number of areas.

Delegates to the 2010 conference identified three key areas for discussion in Tokyo in 2011 on the general topic of regional collaboration: international prisoner transfers;

training and executive development opportunities; and sharing best practices. ***Papers should consider just one of these three topics.***

2. Prisoner transfers

The international transfer of prisoners is a complex and sometimes controversial topic and every year, countries report on developments in this area as part of Agenda Item One. However, the issue has not been the subject of detailed conference debate since 2003 (Thailand). The complexity of the issue is shown by the fact that very different views are found across the region. On the one hand, some countries have been opposed in principle to international transfer, taking the view that prisoners should serve their sentences where they are convicted. On the other hand, others strongly support the principle of international transfer and some have very actively pursued transfer arrangements.

Transfer agreements with respect to prisoners may take one of two forms. *Bilateral* agreements are agreements between two countries, and may include specific provisions relevant to the two countries. *Multilateral* agreements, such as the Council of Europe Convention on the Transfer of Sentenced Persons, are legal agreements involving a number of countries, all bound by essentially the same conditions.

Questions relating to international transfer are formally the responsibility of the legal affairs and foreign affairs departments in the various countries rather than correctional departments. However, it is correctional departments which must house and provide for the health and welfare needs of foreign prisoners, and this can create both practical and political pressures.

Please consider the following questions:

- *How many foreign prisoners do you have? And which countries are they from?*
- *What are the main areas of criminal activity by foreign nationals?*
- *Does your government support or oppose international transfers? And what are the reasons for its position?*
- *What bilateral and multilateral arrangements (if any) are already in place for the transfer of prisoners*
- *What bilateral and multilateral arrangements (if any) are being negotiated or considered?*
- *How many transfers have actually taken place to date (i) from your country and (ii) to your country?*
- *Administering the scheme: how is the scheme administered? (For example, which department makes the arrangements; and who pays for and arranges the person's transport - is it the transferring country or the receiving country?)*

3. Training and Executive Development

There are a number of opportunities for undertaking training and professional development courses at institutions in the region. The best-known is UNAFEI (the United Nations and Far East Institute for the Prevention of Crime and the Treatment of Offenders) based in Fuchu, near Tokyo. In 2010, UNAFEI celebrates its fiftieth birthday and many delegates to APCCA have participated in courses there. The Malaysian Correctional Academy in Langkawi also offers a number of programs, including a course relating to terrorist prisoners prior to the 2008 APCCA conference.

A number of countries have developed strong mutual links between their correctional departments. This allows joint training programs to be offered and provides opportunities for staff exchange programs. Other examples of international collaboration include the attendance of people from different countries on courses at the Brush Farm Corrective Services Academy in New South Wales. Several universities in the region also offer Masters and Diploma degrees which are undertaken by correctional staff.

All of these programs are very valuable. However, some delegates to recent conferences have suggested that there is scope, possibly through APCCA itself, to promote training and professional development programs for higher level executives.

Please discuss (i) current examples of international collaboration in training and executive development; and (ii) areas for possible future development, with particular reference to the needs of higher level executives.

4. Sharing best practices

The aim of this part of the Agenda Item is to consider examples of good practice being shared between different countries, and the benefits that have resulted from such sharing.

As no two countries are the same, it is usually not possible to simply 'transfer' practices, policies and programs from one country to another without modification. For example, the history, culture and social structure of Japan is quite different from China, India, Singapore or the small Pacific Island nations. And an offender rehabilitation program which is developed in Australia or Canada will not be capable of direct transfer to Malaysia or Thailand. However, APCCA has also shown that many concepts and ideas are universal and that some models can be transferred across jurisdictions. One good example is that Singapore has worked with Fiji to transfer, with appropriate modifications, the concept of its Yellow Ribbon Campaign. New Zealand and Australia also have a long history of sharing knowledge and experience.

Please discuss one or two examples where good practice has been shared across jurisdictions. You should include comment on how the collaboration came about; how

the policy or program was 'adapted' to meet local needs; and what the benefits have been.

AGENDA ITEM 4

PARTNERSHIPS WITH THE PRIVATE SECTOR: CHALLENGES AND OPPORTUNITIES

1. Introduction

Partnerships between correctional services and the private sector can take many different forms. They include 'privatizing' prisons themselves, entering contracts for specific services (such as health services or the transport of prisoners), and developing partnerships to provide employment, education or training opportunities to prisoners. Japan, the 2011 host, has a number of examples of private sector engagement, including three 'PFI' ('private finance initiative') correctional institutions across the country.

Engaging with the private sector can provide opportunities for improvement and efficiency but it can also pose challenges and risks. In particular, prisoners remain the state's legal responsibility. Consequently, if activities involving the supervision and control of prisoners are to be privatized (such as the management of prisons or the provision of prisoner transport services), it is important to have strong processes to ensure that standards are being met and that the private sector is held accountable.

This Agenda Item gives delegates the opportunity to consider (i) the range and type of private partnerships that have been entered; (ii) specific examples of such partnerships; (iii) the accountability arrangements that have been put in place; and (iv) the overall benefits and pitfalls of private sector partnerships.

2. Overview: forms of private sector partnership

The nature and extent of private sector partnerships will vary widely because of the political, economic and cultural diversity of the Asia Pacific region. However, possible examples for discussion include: contracts to design or construct prisons; contracts to manage prison operations as a whole or to manage specific areas, such as security; prison maintenance arrangements; the provision of services to prisoners in areas such as health, education and rehabilitation programs; partnerships to provide employment for prisoners (both in prison and on release); and partnerships to assist in reintegration. There is also potential for the private sector to be engaged in monitoring and supervising offenders after they have been released into the community.

Please provide a list of the range and type of partnerships which currently exist with the private sector in your jurisdiction.

3. Detailed case study

This part of the paper should discuss one or two specific examples of private sector partnerships in depth. This will allow delegates to understand and learn from the different models that have been developed. For example, Australia now has more than ten years' experience with privately operated prisons whereas Japan's PFI facilities are more recent and adopt a different model from Australia. Similarly, there are different models for privatizing other services.

Please discuss an example of a partnership with the private sector, using the following points as a guide:

- *The history of the partnership (how, when and why did it happen?)*
- *Objectives (what were the aims?)*
- *Terms and conditions (for example, how long is the contract for services?)*
- *Safeguards and accountability (for example, what processes are in place to monitor the private sector for performance? What action can be taken in the event of poor performance? And what mechanisms exist to ensure accountability?)*
- *Outcomes: what have been the results of this partnership (both positive and negative)?*

4. Conclusion

Please (i) summarise the main strengths and weaknesses of existing engagement with the private sector; and (ii) discuss likely future developments.

AGENDA ITEM 5

RECRUITING CUSTODIAL STAFF WITH THE DESIRED SKILLS AND ATTRIBUTES

1. Introduction

Custodial staff are key to the culture and effective functioning of any prison. As penal philosophies have changed, so have the skills required of custodial officers. At one time, the vast majority of prisoners were male and the prison officer's role was essentially one of security, discipline and control. As a result, the 'typical' custodial officer was likely to be male and to have been selected for the job primarily on the basis of his physical attributes and physical fitness. It was therefore common for prison officers to be ex-military personnel.

However, modern correctional philosophies are more sophisticated and the twenty first century prison officer plays a more subtle and complex role. Security, discipline and

control remain important, but officers are now also expected to interact positively with prisoners and to assist them in their rehabilitation and reintegration. At the same time, society places higher expectations in terms of officer accountability and the profile of prisoners has become more complex (for example, many countries have more female prisoners, more elderly prisoners and more prisoners with serious mental health issues, drug problems, violent criminal records or gang affiliations).

Given these demands, it is important to have processes and testing in place (i) to attract the right applicants; (ii) to select appropriate trainees from the pool of applicants; and (iii) to rigorously assess whether trainees are in fact suitable for appointment.

2. Attracting the desired applicants

In order to attract the desired applicants, strong recruitment strategies are needed. Successful recruitment strategies are likely to require two main elements. The first is to 'sell' the idea of being a prison officer. It is not generally seen as the most attractive occupation, so the positive aspects of the job as well as the system's expectations must be 'sold' to potential applicants, alongside information about the conditions of employment.

Secondly, it is necessary to have strategies which ensure the system has an appropriate and representative cross-section of staff. For example, it may be helpful to encourage applications from women and minority groups through targeted recruitment campaigns.

Please discuss strategies for attracting good applicants for positions as prison officers. How successful have you been in 'marketing' the job and in attracting a cross section of applicants?

3. Screening and selecting custodial officers

Applicants for positions will first need to be assessed and screened in terms of their suitability for undertaking recruit training programs. Those recruit training programs should also include rigorous screening, assessment and selection processes to ensure that suitable applicants are identified and that unsuitable people are filtered out.

Some elements of screening and selection are relatively factual and straightforward. They include physical fitness tests, medical reports, criminal history checks, formal qualifications and prior work experience. However, other matters can be far more difficult to assess. These include attitude, integrity, professionalism, the ability to work in a team and in a hierarchical structure, interpersonal skills, positive values and general aptitude.

What are the main selection criteria for the appointment of custodial officers? How do you screen applicants and decide who is suitable for a job as a custodial officer?

4. Conclusion

In conclusion, please reflect on the following questions. *How successful are your current recruitment strategies and processes? What are the remaining challenges and areas for improvement?*

AGENDA ITEM 6

ENGAGING AND COMMUNICATING WITH THE COMMUNITY

In the twenty first century, politicians, the media, the public and external accountability agencies expect prisons to be more accountable and transparent than ever before. Community engagement is therefore both a challenge and a necessity. For this reason, several recent APCCA conferences have included a discussion of issues such as 'improving public awareness and support for corrections' (2010) and 'success stories in community engagement' (2009). Delegates to the 2010 conference again selected a similar topic for this conference.

The main aim of this Agenda Item is to again share knowledge and experience on how best to communicate and engage with the community. The topic is deliberately wide but to avoid undue repetition from previous years, ***delegates are asked to provide a case study of a recent community engagement initiative.***

Please discuss a recent program or initiative which has involved high levels of community engagement or communication. You may use an example either from prison services or from community corrections. Please consider the following issues:

- *How the program / initiative came about;*
- *Its objectives;*
- *The results of any evaluations that have been undertaken; and*
- *The future prospects of the program / initiative (for example, is it likely to be expanded into new areas?)*

AGENDA ITEM 7

RESPONDING TO CHANGING OFFENDER PROFILES

1. Introduction

Many presentations during Agenda Item One have commented that the profile of prisoners is changing and becoming more complex. In most countries there are now more female prisoners, more elderly prisoners, more prisoners with serious mental

health issues, more prisoners with physical disabilities and more foreign prisoners. There are also more prisoners with severe drug or alcohol problems, violent criminal records, gang affiliations and terrorist links.

The main aims of this Agenda Item are (i) to understand how the profile of offenders is changing in different countries and the challenges this has created; and (ii) to consider examples of measures that have been taken to respond to those changes.

2. Changing profiles

Using the following checklist, please provide a broad overview of how the profile of prisoners in your country has changed over the past ten to twenty years:

- *Female prisoners*
- *Unsentenced prisoners*
- *Age (both elderly and young prisoners)*
- *Foreign nationals*
- *Prisoners with a mental impairment (mental illness and personality disorders)*
- *Prisoners with severe drug and alcohol abuse problems*
- *Terrorists*
- *Prisoners with gang affiliations*
- *Prisoners with more serious criminal records (especially for violent or sexual offences)*
- *Prisoners who pose a risk of self harm*
- *Prisoners who pose a high risk of escape*
- *Any other category*

3. Case studies

This part of the paper should discuss one or two examples of measures taken in response to the changing prisoner profile. For example, some countries may have taken specific measures with respect to the construction and management of facilities for terrorists and other high risk prisoners, for elderly or foreign national prisoners, or for prisoners with psychiatric problems. There is also growing interest in the management of women prisoners, as highlighted by the fact that in late 2010, the 'Bangkok Rules' were finalised by the United Nations General Assembly. (The full title of these Rules is: 'United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders')

Please discuss one or two examples of specific measures taken to respond to the changing prisoner profile.

4. Conclusion

Please summarise (i) the key challenges you face in terms of the changing prisoner profile; (ii) the main changes you have made to date in response to the changing profile; and (iii) the most significant future challenges.

Appendix E

Report of the APCCA Finance Committee 2011

**Report of the Meeting of APCCA Finance Committee
Rose Room, Rihga Royal Hotel, Tokyo, Japan
(1300 hrs on 9 October 2011)**

Present

Mr. SIN Yat-kin, Hong Kong (China)
Mr. Ian JOHNSON, Western Australia
Mr. Harry HAWTHORN, New Zealand
Mr. Don HEAD, Canada
Mr. Mamoru MIURA, Japan

Recorder

Mr. LAM Che-leung, Hong Kong (China)

In Attendance

Mr. SO Chung-kong, David, Hong Kong (China)

APCCA Fund Administrator's Report

- This report covers the period from 1 September 2010 to 31 August 2011.
- A total of US\$15,912 agreed contributions have been received.
- Voluntary contributions amounting to US\$6,955 have also been received from Australia (Capital Territory, Northern Territory and Tasmania), Fiji, Macau (China), Solomon Islands and Thailand.
- Total contributions received are therefore US\$22,867.
- Total expenditure is US\$32,946 covering (i) Honorarium to APCCA Rapporteur; (ii) Subsidy to the host countries; (iii) Rapporteurs' airfares to attend APCCA Working Group Meeting held in Malaysia this year; (iv) the costs of website development and maintenance; and (v) telegraphic transfer handling charges.

- After deducting a bank charge of US\$56 and taking into account bank interest income of US\$1, and claw back of the annual honorarium of US\$7,500 unclaimed by Professor Neil Morgan for year 2009-2010, there was a deficit of US\$2,634 for the year. With a bank deposit of US\$126,130 brought forward from the previous year, the APCCA Fund had an accumulated surplus of US\$123,496 as at 31 August 2011.

- Although a small deficit is recorded for 2010-2011, the financial position is still considered healthy.

- Japan (current host) and Canada (host of 30th 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 F

Report on the Administration of APCCA Fund (1 October 2010 – 30 September 2011)

**Report by the Administrator
of the
APCCA Fund**

**for the period
from 1 September 2010
to 31 August 2011**

Report on Administration of Asian and Pacific Conference of Correctional Administrators Fund for the period from 1 September 2010 to 31 August 2011

Introduction

At the 17th Asian and Pacific Conference of Correctional Administrators (APCCA) held in Malaysia, the full Conference agreed to establish a fund in the name of APCCA to provide a small fee and administrative expenses to the Co-ordinator who had been supporting APCCA on an honorary basis.

Administration of the Fund

The Hong Kong Correctional Services Department was appointed the Administrator of the Fund. All expenditures above a nominal amount of US\$1,000 would require the prior approval of the APCCA Fund Administrator and one other member of the Finance Committee. The financial statements of the Fund would be tabled at the APCCA meetings.

During the 30th APCCA Conference held in Canada from 3 to 8 October 2010, the Conference noted that the financial position of the APCCA Fund was healthy.

An additional honorarium of US\$2,500 for the year 2009-2010 and the annual honorarium of US\$6,250 for the year 2010-2011 were paid to Mrs. Irene Morgan as Rapporteur in January 2011 and August 2011 respectively.

An amount of US\$12,282, being Rapporteurs' airfares to Langkawi, Malaysia to attend the APCCA Working Group meeting, was paid to Professor Neil Morgan and Mrs. Irene Morgan in July 2011.

In addition, a sum of US\$721 due to the Singapore Prison Service for the ongoing development and maintenance of the APCCA website 2010-2011 was paid in August 2011.

Furthermore, an amount of US\$8,000 being subsidy to the host countries for the year 2009-2010 (including an additional amount of US\$3,000 approved during the 30th APCCA Conference) was paid to Correctional Service of Canada in January 2011. An amount of US\$8,000, being subsidy to the host countries for the year 2010-2011, will be paid upon receipt of supporting documents from Japan.

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)	=	<u>US\$5,000</u>
	Total	<u>US\$22,000</u>

Progress and Results

The Fund was established in December 1997 and an account was opened in the name of APCCA with the Hongkong and Shanghai Banking Corporation Limited.

For the year ended 31 August 2011, a total of US\$15,912 agreed contributions were received. In addition, a total amount of US\$6,955, being voluntary contributions by Australia (Capital Territory, Northern Territory and Tasmania), Fiji, Macau (China), Solomon Islands and Thailand, was received. Thus, total contributions received amounted to US\$22,867. Total expenditure for the year, including handling charges for telegraphic transfer and bank draft of US\$193, was US\$32,946. After deducting bank charges of US\$56 and taking into account bank interest income of US\$1, and claw back of the annual honorarium of US\$7,500 unclaimed by Professor Neil Morgan for year 2009-2010, there was a deficit of US\$2,634 for the year. With a balance of US\$126,130 brought forward from the previous year, the Fund had an accumulated surplus of US\$123,496 as at 31 August 2011. Apart from the contribution of US\$975 received from Queensland and the handling charge of US\$8 for the contribution paid to the bank, there was no movement in the Fund between 31 August 2011 and the date of this report. Please refer to the attached financial statements for details.

Vote of Thanks

I wish to express my appreciation to those jurisdictions that have contributed to the Fund over the years. Members' support will place the APCCA on a much firmer footing than it has ever been in the past. I sincerely hope that members will continue their support to the APCCA Fund in future years by contributing generously.



(SIN Yat-kin)

Commissioner of Correctional Services, Hong Kong
26 September 2011

**Asian and Pacific Conference of Correctional Administrators (APCCA) Fund
Balance Sheet as at 31 August 2011**

	Note	2011	2010
Assets		US\$	US\$
Cash at bank	1	130,529	141,145
Contribution receivable	2	975	0
Interest receivable		0	0
		<u>131,504</u>	<u>141,145</u>
Liabilities			
Accounts payable	3	<u>8,008</u>	<u>15,015</u>
Net assets		<u>123,496</u>	<u>126,130</u>

Representing

Accumulated fund:

Accumulated surplus

(i) As at beginning of the year	126,130	114,967
(ii) (Deficit)/Surplus for the year	<u>(2,634)</u>	<u>11,163</u>
	<u>123,496</u>	<u>126,130</u>

Asian and Pacific Conference of Correctional Administrators (APCCA) Fund
Income and Expenditure Statement
 for the period from 1 September 2010 to 31 August 2011

Income	Note	US\$	2011 US\$	2010 US\$
Contributions Received	4			
<i>(a) Planned Contributions Received (see Annex I)</i>				
Australia				
New South Wales		975		
Queensland		975		
South Australia		1,000		
Victoria		975		
Western Australia		1,000		
Hong Kong (China)		1,000		
India - for year 2010*		1,000		
Japan		3,000		
Korea		1,000		
Malaysia		978		
New Zealand		3,000		
Singapore		<u>1,009</u>		
Sub-total			15,912	18,916
<i>(b) Additional Contributions Received (see Annex II)</i>				
Australia				
Australian Capital Territory		980		
Northern Territory		975		
Tasmania		1,000		
Fiji		1,000		
Macau (China)		1,000		
Solomon Islands		1,000		
Thailand		<u>1,000</u>		
Sub-total			<u>6,955</u>	<u>8,015</u>
Total Contributions Received (a + b)			22,867	26,931
Less: Bank Charges			<u>56</u>	<u>94</u>
Actual Amount Received			22,811	26,837
Add: Interest Income	5		<u>1</u>	<u>1</u>
Total Income			<u>22,812</u>	<u>26,838</u>
Less : Expenditure	5			
Honorarium to APCCA Rapporteur	6 & 7		8,750	10,000
Subsidy to the host countries	6 & 7		11,000	5,000
Rapporteurs' airfares to attend APCCA Working Group meeting	7		12,282	-
Ongoing development & maintenance of APCCA website	7		721	644
Handling charges for telegraphic transfer/bank draft	6 & 7		<u>193</u>	<u>31</u>
Total Expenditure			<u>32,946</u>	<u>15,675</u>
Add : Other Comprehensive Income	8		<u>7,500</u>	<u>-</u>
Net (Deficit)/Surplus			<u>(2,634)</u>	<u>11,163</u>

Notes

1. Cash at bank represents the balance as at 31 August 2011.
2. Contribution receivable

The following contribution was received after the close of the financial year :-

Jurisdiction	Amount US\$	Date of Banking
Queensland	975	14.9.2011

3. Accounts payable

The following payment was/will be made after the close of the financial year:-

	Payee	Amount US \$
Handling charge for contribution from Queensland		8
Subsidy to the host countries	Japan	8,000

4. Contributions are accounted for on accrual basis.
5. Expenditure and interest income are accounted for on accrual basis.
6. The following expenditure items are renamed:-

“Honorary to APCCA Rapporteur” combined with “Honorary to APCCA Co-rapporteur” and renamed as “Honorary to APCCA Rapporteur” to reflect the changes in Rapporteurs’ fee.

“Telegraphic transfer handling charges” renamed as “Handling charges for telegraphic transfer/bank draft” to indicate more clearly the nature of the expenditure.

“Reimbursement to cover part of cost of travel arrangements for APCCA Rapporteur and Co-rapporteur” renamed as “Subsidy to the host countries” to conform with the terms adopted during the 30th Asian and Pacific Conference of Correctional Administrators.

7. Amount comprised :

	US \$
(a) Honorarium to Rapporteur, Mrs. Irene Morgan	
For year 2009-2010	2,500
For year 2010-2011	<u>6,250</u>
	<u>8,750</u>
(b) Subsidy to the host countries	
Additional subsidy to Canada for conference in 2010	3,000
Subsidy to Japan for conference in 2011	<u>8,000</u>
	<u>11,000</u>
(c) Rapporteurs' airfares to attend APCCA Working Group meeting	
AUD 11,516.00 x USD 1.0665509	<u>12,282</u>
(d) Ongoing development & maintenance of APCCA website	
SGD 865.90 x USD 0.8332024	<u>721</u>
(e) Handling charges for telegraphic transfer/bank draft for:-	
Additional honorarium to Mrs. Irene Morgan for year 2010	
HKD 350.00 x USD 0.12882857	45
Honorarium to Mrs. Irene Morgan for year 2011	
HKD 350.00 x USD 0.12848571	45
Subsidy to the host countries 2010 - Correctional Service of Canada	
HKD 100.00 x USD 0.12880000	13
Rapporteurs' airfares to attend APCCA Working Group meeting	
HKD 350.00 x USD 0.12848571	45
Ongoing development & maintenance of APCCA website	
HKD 350.00 x USD 0.12851428	<u>45</u>
	<u>193</u>

8. Other comprehensive income

The following expenditure recognised in 2009-2010 accounts was clawed back in 2010-2011:-

	Payee	Amount
		US \$
Honorarium to Rapporteur	Professor Neil Morgan	7,500

Planned Contributions Received (2011)

Jurisdiction	Recommended Minimum Contribution (US\$)	(a) Intended Contribution (US\$)	(b) Overseas Bank Charges (US\$)	(c)=(a) - (b) Actual Amount Received (US\$)	Received on
Australia					
New South Wales	1,000	975.00	-	975.00	25.02.2011
Queensland	1,000	975.00	7.70	967.30	14.09.2011
South Australia	1,000	1,000.00	-	1,000.00	14.04.2011
Victoria	1,000	975.00	-	975.00	02.03.2011
Western Australia	1,000	1,000.00	-	987.15 12.85	24.03.2011 29.03.2011
Hong Kong (China)	1,000	1,000.00	-	1,000.00	14.03.2011
India	1,000	1,000.00 *	-	1,000.00	06.04.2011
Japan	3,000	3,000.00	7.73	2,992.27	27.04.2011
Korea	1,000	1,000.00	7.73	992.27	14.04.2011
Malaysia	1,000	978.20	1.93	976.27	12.08.2011
New Zealand	3,000	3,000.00	-	3,000.00	03.03.2011
Singapore	3,000	1,009.00	7.72	1,001.28	10.06.2011
Total	18,000	15,912.20	32.81	15,879.39	

* : Being contribution for year 2010 received after the 30th APCCA Conference.

Voluntary Contributions Received (2011)

Jurisdiction	(a) Intended Contribution (US\$)	(b) Overseas Bank Charges (US\$)	(c) = (a) - (b) Actual Amount Received (US\$)	Received on
Australia				
Australian Capital Territory	980.00	7.72	972.28	10.03.2011
Northern Territory	975.00	-	975.00	11.03.2011
Tasmania	1,000.00	-	1,000.00	12.05.2011
Fiji	1,000.00	7.71	992.29	24.03.2011
Macau (China)	1,000.00	-	987.15 12.85	24.03.2011 29.03.2011
Solomon Islands	1,000.00	7.73	992.27	20.05.2011
Thailand	1,000.00	-	987.15 12.85	24.03.2011 29.03.2011
Total	6,955.00	23.16	6,931.84	

**Report on Audit of the Financial Statements of the
Asian and Pacific Conference of Correctional Administrators (APCCA) Fund**


Introduction

At the 18th APCCA held in Canada, the full Conference agreed that a small audit committee comprising the leaders of the current host jurisdiction and the most recent host jurisdiction should review the work of the APCCA Finance Committee and report to the next full Conference.

Opinion

We have audited the financial statements of the APCCA Fund which were prepared by the Hong Kong Correctional Services Department, the Administrator of the Fund.

In our opinion, the financial statements give a true and fair view, in all material aspects, of the state of affairs of the Fund for the period 1 September 2010 to 31 August 2011.



 (Japan)

Date : 09.10.2011



 (Canada)

Date : 9 Oct 2011

Appendix G

APCCA Secretariat Report (October 2010 – September 2011)

For submission to the 31st APCCA

This report briefly informs members of the work done by the APCCA Secretariat during the period between October 2010 and September 2011.

Background

2. 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.

3. 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. The tenure of the current APCCA Secretariat will thus end this year. The Conference will need to appoint a new APCCA Secretariat for the next 2-year term.

4. Both HKCSD and SPS are most willing to continue serving the APCCA as the Secretariat if the conference deems it fit.

5. 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

6. Thirty jurisdictions have signed the APCCA Joint Declaration and hence become members of the APCCA. A total of 22 jurisdictions participated in the 30th Annual Conference held in Vancouver, Canada in 2010. Over the past one year, the Secretariat has maintained close contact with the Correction Bureau, Ministry of Justice of Japan and the Rapporteurs to assist in the organization of the 31st Annual Conference.

7. Efforts have been made by the Secretariat to compile correctional statistics based on the reports submitted by correctional jurisdictions in the Asia and Pacific region for members' reference. This year, over 20 jurisdictions responded to our call for returns. The statistics will be published in the 31st Annual Conference Report.

8. As the APCCA Fund Administrator, HKCSD manages the Fund in accordance with the APCCA Joint Declaration and with the assistance of the Finance Committee. The APCCA Fund Administrator's Report will be tabled to the 31st Annual Conference.

APCCA Newsletter Production

9. The APCCA Newsletter is a bi-annual publication for the purpose of sharing and learning amongst correctional counterparts in the Asia and 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 "Correctional Staff Training" was published in September. A total of eight APCCA member jurisdictions responded to the call for articles by contributing insightful pieces.

10. The next APCCA issue is scheduled for publication by the 1st quarter of 2012. The theme for the upcoming issue will be "Partnerships with Private Sectors & the Community" and the call for articles was made at this year's conference. Subsequently, the next newsletter due the 3rd quarter of 2012 will be "Specialised Regimes in Prison". 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

11. 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.

12. Throughout this time, the Secretariat has continued the practice of timely updates including uploading the latest APCCA Conference Report and newsletter editions. We have also created web links to past and present APCCA conference hosts' websites to refer useful conference information to the participants.

13. Pending the recommendations of the Governing Board, the functionality of the website may need to be expanded. The Secretariat has made initial preparations and has submitted a paper on the 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 distribution of materials from past APCCA conferences will also be explored.

Concluding Remarks

14. The Secretariat wishes to thank the Rapporteurs, Professor Neil Morgan and Ms Irene Morgan for giving their precious time and energy to APCCA. It is much appreciated.

15. The Secretariat will also take this opportunity to thank all APCCA members for their contributions and support for its work in the past year.

APCCA Secretariat
September 2011

Appendix H

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 I

Governing Board Membership

2011 – 2012

2012 Host:	Brunei (Chair)
3 immediate past hosts:	Japan (2011) Canada (2010) Australia (2009)
2013 host:	India
APCCA Secretariat:	Hong Kong (China) Singapore
4 elected members: ⁵⁵	India (elected in 2008) China (elected in 2009) Solomon Islands (elected in 2010) Thailand (elected in 2011)
3 rotating members: ⁵⁶	Malaysia Kiribati Korea

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: ⁵⁷	Japan (elected in 2007) India (elected in 2008) China (elected in 2009)

⁵⁵ The process is that elected members will step down after four years' service, but would be eligible for re-election.

⁵⁶ Chosen in reverse alphabetical order, who attended the 2010 conference.

⁵⁷ The process is that elected members will step down after four years' service, but would be eligible for re-election.

3 rotating members:⁵⁸

- Solomon Islands (elected in 2010)
- 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:⁵⁹

- Cambodia
- Brunei
- Tonga

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

⁵⁸ Chosen in reverse alphabetical order, who attended the 2010 conference.

⁵⁹ Chosen in reverse alphabetical order, who attended the 2009 conference.

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 J

National and Regional Participation in APCCA (since 1980)

	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	2011 Tokyo, Japan				
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	23				

Appendix K

List of Agenda Items and Specialist Workshops at APCCA since 1980

1. **Hong Kong, 1980**
 - Trends and problems
 - Alternatives to Imprisonment and Effects of Prison Management
 - Management Services
 - Sixth UN Congress – Implications for Asia Pacific
2. **Thailand (Bangkok), 1981**
 - Prison Industry
 - Remands
 - The Status of Prison Officers and Human Rights
 - Prisoners Exchange Arrangements in Asia and the Pacific
 - The Problem of Drug Offenders in the Prisons of Asia and the Pacific
3. **Japan (Tokyo), 1982**
 - Staff Development
 - Release under Supervision
 - Vocational Training
 - Classification and Categorization of Prisoners
4. **New Zealand (Wellington), 1983**
 - Developing Public Awareness in Corrections
 - Novel and New Problems and Programmes in the Regions
 - Young Offenders in Corrections
 - The Problem of Drug Offenders in Prison
 - Prison Health Services
 - Prison Industries
5. **Tonga, 1984**
 - The Use of Technology in Prisons
 - The role of Volunteers in Prisons in Relation to Programmes for Inmates
 - Problem for the Physical and Mentally Handicapped in Prison
 - Mechanism Used by Various Jurisdictions to Monitor Crime and Incident Rates in Prison
6. **Fiji (Suva), 1985**
 - Investigations of Incidents in Prisons
 - Facilities and Programmes for Female Prisoners Including Those Inmates with Children
 - Extent and Use of Minimum Force in Prison
 - Recruitment and Development Training
 - Changing Responsibilities of Correctional Administrators

7. Republic of Korea (Seoul), 1986

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

8. Malaysia (Kuala Lumpur), 1987

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

9. Australia (Sydney and Melbourne), 1988

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

10. India (New Delhi), 1989

- Current Penal Philosophy
- Current Alternatives to Prison
- Changing Work Role of Prison Staff
- Current Crisis Management Techniques

11. China (Beijing), 1991

- Correctional Statistics, Research and Development
- Prison Education, Training and Work
- Discipline and Grievance Procedures
- Prison and the Community

12. Australia (Adelaide), 1992

- Prison Health Issue
- New Developments in Community Corrections
- Private Industry and Prison Management
- International Co-operation in Corrections

13. Hong Kong, 1993

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

14. Australia (Darwin), 1994

- Management of Intractable and Protection Prisoners
- The Application of Technology and Information Systems in Corrections
- Care and Control of Minority Groups in Prison
- Staffing and Management Systems in Corrections

15. Japan (Tokyo and Osaka), 1995

- Prison Health Issues
- Contemporary Issues in Correctional Management
- Classification and Treatment of Offenders
- Impact of External Agencies on Correctional Management

16. New Zealand (Christchurch), 1996

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

17. Malaysia (Kuala Lumpur), 1997

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

Canada (Vancouver), 1998

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

19. China (Shanghai), 1999

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

20. Australia (Sydney), 2000

- National Report on Contemporary Issues in Corrections
- Women Prisoners
- Community Involvement in Corrections
- Health Issues in Corrections

21. Thailand (Chiang Mai), 2001

Agenda Items:

- National Report on Contemporary Issues in Corrections
- Foreign Prisoners and International Transfer
- Drug Offenders – Psychological and Other Treatment
- The Management of Special Groups of Offenders

*Specialist Workshops:*⁶⁰

- Correctional Throughcare
- Indigenous Offenders & Restoration Justice

22. Indonesia (Denpasar, Bali), 2002

Agenda Items:

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

Specialist Workshops:

- Correctional Standards, Service Quality, Benchmarking and Risk of Reoffending
- Community Participation and Engagement in Corrections

23. Hong Kong, 2003

Agenda Items:

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

Specialist Workshops:

- Prison Industry Partnership
- Training and Succession Planning for Senior Correctional Managers

24. Singapore, 2004

Agenda Items:

- National Report on Contemporary Issues in Corrections

⁶⁰ 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.

- Roles of Community/Public Sector Agencies & Families in Successful Reintegration
- Preventing and Containing Infectious Diseases
- Managing Public Expectations in the Treatment of Offenders
- Practices in Dealing with the Diverse Cultural & Spiritual Needs of Inmates

Specialist Workshops:

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

25. Republic of Korea (Seoul), 2005

Agenda Items:

- National Report on Contemporary Issues in Corrections
- The Promotion of International Cooperation in Correctional Field
- The Management of High Profile and Dangerous Prisoner
- “Doing More with Less”: Improving Prison Services at Times of Overcrowding and Financial Constraint

Specialist Workshops:

- Measuring the Success of Prisoners’ Treatment Program
- Preparing and Helping Inmates to Adapt to Society upon Release
- Staff Training and Development

26. New Zealand (Auckland), 2006

Agenda Items:

- National Report on Contemporary Issues in Corrections
- Maintenance of Institutional Order
- The Wellbeing of Correctional Staff
- Improving the Reintegration of Offenders into the Community

Specialist Workshops:

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

27. Vietnam (Ha Noi), 2007

Agenda Items:

- National Report on Contemporary Issues in Corrections
- Managing Special Group of Offenders
- Staff Recruitment and Training
- Overcoming Barriers to Successful Reintegration

Specialist Workshops:

- Rebuilding Correctional Capacity Following Natural Disasters and Conflict
- Effective Community Supervision and Monitoring
- Managing Youthful Offenders

28. Malaysia (Langkawi), 2008

Agenda Items:

- National Report on Contemporary Issues in Corrections
- Balancing effective prison management with the increased scrutiny of corrections by external bodies
- Best practices in rehabilitation for women and other special groups of prisoners
- Engaging families and communities in the rehabilitative process (including restorative justice approached)

Specialist Workshops:

- Developing correctional standards that reflect international and regional best practice and measuring performance
- Designing prisons to promote effective rehabilitation and environmental sustainability
- Building capacity through the recruitment, management and retention of talent and through succession planning

29. Australia (Perth, Western Australia), 2009

Agenda Items:

- National Report on Contemporary Issues in Corrections
- Providing efficient and effective health services for prisoners, including harm reduction strategies
- Prisoner employment as a mechanism to promote good order in prisons and reduce recidivism
- Developing and implementing parole systems and community based sentences

Specialist Workshops:

- Engaging with other criminal justice system agencies (including police, judges and policy makers) to achieve consistency of goals
- Fairness and efficiency in handling prisoner complaints
- Success stories in corrections, with special reference to technology, staff welfare and community engagement

30. Canada (Vancouver), 2010⁶¹

- National Report of Contemporary Issues in Corrections
- Assessing the performance of corrections (through internal and external mechanisms)
- Staff wellbeing and professional development
- Managing prisoners with mental health issues and reducing risks of suicide and self harm
- What works in community corrections?

⁶¹ 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.

- Assessment and classification to facilitate safe custody and rehabilitation in prison and the community (with special reference to high risk offenders)

31. Japan (Tokyo), 2011

- Challenges and Initiatives in Corrections.
- Contemporary Issues in Correctional Facility Construction.
- International Collaboration: International Prisoner Transfers, Training and Executive Development, and Sharing Best Practices.
- Partnerships with Private Sector: Challenges and Opportunities.
- Recruiting Custodial Staff with the Desired Skills and Attributes.
- Engaging and Communicating with the Community.
- Responding to Changing Offender Profiles.

Appendix L

APCCA Song⁶² ***Togetherness in Unity***

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

⁶² The APCCA Song was introduced by Malaysia when it hosted the 28th APCCA in Langkawi, Malaysia in 2008.

Appendix M

Report of the Working Party on the *Future Directions of APCCA* (Langkawi, Malaysia)

**ASIAN AND PACIFIC CONFERENCE OF CORRECTIONAL ADMINISTRATORS
WORKING GROUP MEETING
July 4 and 5, 2011
Langkawi, Malaysia**

BACKGROUND

At the Asian and Pacific Conference of Correctional Administrators (APCCA) Governing Board meeting held on October 6, 2010, in Vancouver Canada, it was resolved that a *Working Group on Future Directions for APCCA* be established to consider the achievements of APCCA and opportunities for further improvement to meet the needs of all members.

Commissioner Don Head, Correctional Service Canada developed a survey to assist the Asian Pacific Conference of Correctional Administrators (APCCA) to canvas member countries to facilitate discussion on the future of the APCCA. Following the receipt of survey responses from 16 of the 22 countries who were sent the document, Canada collated the survey results and identified the main areas of discussion (Appendix C).

A meeting was hosted for the working group by Mr. Datuk Wira Hj. Zulkifli bin Omar, Commissioner General of Prisons, Malaysian Prisons Department and chaired by Ms. Elizabeth Van Allen, Assistant Commissioner Communications and Engagement, Correctional Service Canada. The purpose of the meeting was to review the responses received from the survey and to prepare recommendations for review by the Governing Board and the APCCA at the annual conference in Tokyo Japan in October 2011. To provide structure and support for this meeting, a presentation of the overview of the survey results was prepared by Commissioner Head for presentation to the Working Group members (Appendix B).

Below is a summary of the working group discussions and recommendations. The working group recommendations are listed at the end of this document.

ADMINISTRATION

APCCA Joint Declaration, Secretariat and Governing Board

During the meeting, the APCCA Joint Declaration was used as a reference document. The Joint Declaration identifies the APCCA purpose, spirit, membership, roles, responsibilities and expectations. It was originally signed on October 18, 2002 and updated in 2004.

The Working Group notes that many jurisdiction representatives have changed since 2004; therefore it is recommended that the Governing Board consider re-signing an updated Joint Declaration at a future APCCA conference. To ensure participants are familiar with the Governing document, it is recommended that the Joint Declaration be provided to participants as a part of the conference package in 2011. It was also recommended that a list of the member countries be added as an appendix to the document.

In accordance with the Joint Declaration, the APCCA Secretariat is expected to provide support services to the APCCA and the Governing Board. The APCCA Secretariat is responsible for:

- a. Being a contact point between the APCCA and its member and between the APCCA and other individuals and organizations;
- b. Maintaining and distributing the APCCA materials and documents;
- c. Publishing and distributing the APCCA newsletter;
- d. Operating the APCCA website;
- e. Being the APCCA Fund Administrator;
- f. Implementing the resolutions and exercising such powers as authorized by the Annual Conference and/or the Governing Board, and
- g. Serves as the secretary to the Governing Board meetings when the Rapporteur is not available.

The APCCA Secretariat responsibilities are shared by Singapore and Hong Kong since their election in 2002. They have been subsequently re-elected every two years. Singapore maintains the website and newsletter, publishing two newsletters per year. Hong Kong is the APCCA Fund administrator and also completes the statistics for the annual APCCA report. Both the survey results and the working group members acknowledged the positive work completed by Hong Kong and Singapore to date.

The next election of the Joint Secretariat will occur at the APCCA Conference in Tokyo, Japan. Hong Kong and Singapore are greatly appreciative of the opportunity to serve as APCCA Joint Secretariat since 2002 and would relinquish the duties to any country or countries that wish to take up the Joint Secretariat roles. If not, Singapore and Hong Kong would be honoured to continue for another two years.

There were no recommendations related to changing the structure of the Governing Board. It was suggested that the Governing Board consider establishing working committees on some subjects where member countries could share their expertise, such as on employee training activities. Malaysia indicated that they would be willing to provide training to APCCA members providing that the Governing Board supported the training.

Membership

The Joint Declaration, paragraph 4, specifically identifies that the membership of the APCCA will be restricted to government agencies and departments responsible for prison or correctional administration within the Asia-Pacific Region. Participation in the APCCA annual conference is by invitation only. There are currently 30 member jurisdictions in the APCCA. The working group had significant discussion about expanding the current APCCA membership.

There was support to increase the number of member countries, specifically, to include more Pacific Island countries. It was suggested that many Pacific Island countries may not be aware of the APCCA, and further that for some of these countries, the cost of travelling to the conference may be a challenge. In these cases, it is up to the host country to determine if they have the capacity to absorb the travel costs for these countries.

It was acknowledged that some countries may be hesitant to join the APCCA without being familiar with the organization and the benefits of participating in the annual conference. It was proposed that non-member countries interested in joining the APCCA be permitted to send a maximum of two representatives to participate in the annual conference. One of these representatives may be an interpreter.

It was recommended that the:

1. Commissioner of the Correctional Service Solomon Islands provides a list of Pacific Island countries and the relevant contact information for each country, to the APCCA Secretariat.
2. Member countries may make recommendations to the host country regarding additional countries to invite to the annual conference.
3. APCCA Secretariat is to provide information, including the Joint Declaration, to the countries.
4. APCCA Secretariat is responsible for gathering the contact names and information.
5. The host country will be the decision-maker who determines which countries to invite to the conference.

The subject of expanding membership to include non-governmental organizations is discussed below under the sub-heading Partnerships.

Communications and Website

It was acknowledged that communication within the APCCA could be improved. One challenge to ongoing communication throughout the year is the turnover of delegates and current contact information. The solution to this obstacle is to create a Directory of member countries with one identified contact person or position. This Directory will be added to the APCCA website and will be accessible to APCCA members only. To ensure improved communication and to support member countries to communicate throughout the year, each jurisdiction needs to identify a specific contact person. Depending on the jurisdiction, the contact information may be a position or may be an individual. Each country is accountable to ensure that the APCCA Secretariat has the most up-to-date and accurate contact information to ensure that future communications reach each jurisdiction in a timely manner. Information would be sent to Singapore so that the website will have the list of the contact person for each member jurisdiction.

It was suggested that the newsletter would benefit from member jurisdictions providing more articles and submissions more frequently to APCCA Secretariat (Singapore) for publication.

It was agreed by the Working Group that the APCCA website, maintained by APCCA Secretariat Singapore, is useful and that it can be improved. Members supported the posting of the annual conference Papers and Presentations on the website. If the website becomes a virtual repository, there will be additional costs. Singapore is to identify the additional costs required to support the expanded space and storage requirements to support an enhanced APCCA website. It was also suggested that member countries could post their papers on their own website and that APCCA would post hyperlinks to the papers only; thereby requiring less space and reducing the costs. Countries that do not have a website would be able to post directly on the APCCA website. It was also noted that some papers should and would not be posted on the internet. It will be up to the country that has authored a report as to whether it is posted or not.

The use of Social Media, such as Facebook and Twitter was discussed. Several Working Group members expressed that generally, the use of Web 2.0 tools could be explored to enhance information exchange among members. However certain more advanced forms of Web 2.0 tools such as Twitter might be premature for APCCA's needs.

Financial Situation

The APCCA fund and its expected administration are identified in the Joint Declaration, paragraphs 28 to 32. Currently the APCCA fund has \$140,000 (US). The fund is

comprised of agreed contributions, voluntary contributions and “any income the Governing Board may approve”.

Income

Agreed contributions are provided by 14 jurisdictions in varying amounts from one to three thousand dollars per year, generating revenues of approximately \$20,000 (US) per year. Voluntary contributions generate approximately \$8000 (US) annually; however, these funds are not guaranteed. To support the future success of APCCA, it is essential to ensure a solid financial foundation with sustainable income.

Expenditures

Each year from 2010 onwards, \$8000 (US) is provided to the host country to support the travel and accommodation costs for the Rapporteurs as well as for some countries to attend the annual conference. At APCCA 2010, it was agreed that the annual honorarium for the Rapporteurs be increased from \$10,000 (US) to \$12,500 (US) to be split equally between the Rapporteurs. It is noted that one of the Rapporteurs has waived his fee since 2009 and has indicated that he will likely not claim his fee up to 2012-2013. Based on income and expenses, there is an annual surplus or “buffer” of approximately \$7000 (US).

With respect to future revenue, there was significant discussion about adding a registration fee to jurisdictions or participants to attend the annual conference given the significant cost to host the annual event. The Working Group agreed that it is the decision of the host country to charge a registration fee for future events that would be used to subsidize the host country for the costs of the conference. The amount of the fee is to be determined by the host country and may be used to recover costs for transportation and meals. Accommodation costs are covered by the individual participants. Any spousal programs offered at APCCA Conference will be paid for by delegates.

There was some discussion about whether jurisdictions that currently make voluntary contributions may be able to commit to agreed contributions, which would allow the APCCA Secretariat to be more certain of its annual revenue.

Regarding future expenditures, as discussed above, there would be additional costs to expand the APCCA website which would be funded through the APCCA fund. It was recommended that keynote speakers invited to present at the conference be paid for by the APCCA fund. It is also proposed that the subsidy to the host country be increased to allow for increased participation of some countries who may choose to become future members of APCCA.

The Working Group determined that this was a subject that needed to be discussed with the Governing Board at the next meeting in October 2011, prior to making any final

recommendations. It was recommended that the Secretariat explain the use of funds to member countries to improve their understanding of its purpose.

ANNUAL CONFERENCE

Annual Conference

There was some discussion about whether the conference should continue to be held annually given its cost and resource requirements for the host country, and whether technology could be used to support increased participation by some countries. The Working Group determined that it was important to maintain the annual conference as it was described as the “glue” that holds the APCCA together. It is where relationships are developed that support greater contact and communication throughout the year. In addition, it was suggested that country’s representatives and delegates change frequently and without the annual contact the relationships developed between countries may be lost. It was also discussed that several countries do not have the technological capacity or capability to participate in online conferences or meetings.

There was discussion about holding regional or local workshops throughout the year, which was supported in principle. Countries wishing to hold regional or local workshops that would be accessible to APCCA members would be advertised using the APCCA contact list that will be available on the APCCA website. Malaysia indicated that they would be willing to host training sessions at the Langkawi Correctional Academy and would be willing to make their training sessions available to APCCA members.

There was support for additional meetings of working groups to occur throughout the year; however, this would be determined on an as needed basis.

Participants

It was recommended that at a minimum each country be permitted to send three delegates; however, it will be up to the host country to determine if they want to include more than three delegates per country. For example, during the working group meeting, Japan indicated that they were not going to limit delegates to three per country. As discussed above, the host country could choose to charge a registration fee to recover costs.

Conference Agenda

There was recognition that APCCA is a unique association comprised of correctional administrators representing countries and jurisdictions who share similarities, yet also differences, such as geographic size, stages of development, differing languages, economies, cultures, etc and that we can all learn from each other. It is important to ensure that the agenda is relevant to all member jurisdictions, reflecting relevant themes. It was suggested that historically, the agenda has focused on themes that are of benefit to developed countries.

Currently, the agenda includes seven themes; whereas formerly (1997) the agenda was limited to four items. Given the complexities of the correctional environment, it is understandable how the list of subjects covered at the conference has grown since 1997. Over time the quality of papers prepared by member countries has improved in response to the complexity of the issues discussed. The concern with having too many subjects on the agenda is that there is insufficient time for comprehensive discussions on complex correctional issues. In response to this situation, member jurisdictions are encouraged to submit the papers at least 2 months before the conference; which would allow the papers to be distributed to participants beforehand and allow for more meaningful and in-depth discussions at the conference. In addition, this would also allow member jurisdictions that require the document to be translated the time to both translate and review the documents before the conference. It is also recommended that countries who translate the discussion papers and annual reports make these translations available for distribution to member countries and also post them on the APCCA website.

In order to ensure that the papers are completed in a timely manner the discussion guide needs to be distributed approximately five months before the conference. It was discovered during the working group meeting that this year's discussion guide prepared by the Rapporteurs had already been distributed; however, all countries had not yet received it. This was identified as additional support for the previous recommendation to have a contact list on the website where countries are required to ensure that the contact information is accurate and up to date and that this list could be used for future distribution of documents.

There was unanimous agreement to maintain agenda item 1. From a historical point of view, agenda item number one demonstrates what has changed and improved across correctional jurisdictions. From 1997 to 2010 Agenda item 1 was titled, "National Reports on Contemporary Issues in Corrections"; however, at the 2010 conference, it was agreed that the title would be changed to "Challenges and Initiatives in Corrections". Countries presentations are limited to less than ten minutes to allow for all countries to present on the first day of the meeting. It is recommended that the presentations focus on one or two key issues. For example, a country may want to present a success story or a particular challenge faced during the previous year. It was

suggested that the papers be available on the APCCA website and would be available for distribution for APCCA members only.

At each conference, a survey is distributed to participants requesting subjects for the following year's conference. The suggested topics are considered and selected by the agenda committee during the conference week. Delegates are then advised of the selected topics on the final day of the conference. It is recommended that this practice be retained.

There were two primary options discussed regarding the future agenda:

1. Identify three or four high level themes and keep them consistent for future years. The themes would be clearly defined for future planning. (Themes are discussed under heading Future Direction below).
2. Develop a strategic plan where the agenda is limited to 4 subjects, on a three to five year cycle thereby creating 12 to 15 subjects that would be discussed every three to five years. Another suggestion was that every three years a country can volunteer to do a survey of member countries to determine the topics for the next three years.

The two suggestions may be viewed separately or combined to maintain the three to four high level themes and then following number two to choose which of the specific subjects will be discussed in more detail. Regardless of the option chosen, the principles underlying the agenda are that the quality of the papers and the discussions during the conference are more important than the quantity of subjects. It is also essential that the discussions be pertinent to current issues in corrections.

It will be left to the host country to determine if they would like to include a keynote speaker who may address one of the themes or subjects identified above. The financial support for a keynote speaker could be paid from the APCCA fund.

It is clear that there are many interesting and complex correctional issues around the world. Acknowledging that the length of the conference must be limited to one week, and the complexities of the correctional environment as well as the scope of responsibility of many international correctional services, it was difficult to streamline the issues into three high level themes; however here are the final suggestions of the working group. They are identified under three high level areas with detailed subject options for discussion within each theme. Keeping in mind the recommendation for future APCCA agendas to be limited to 4 themes, the first being to maintain agenda item 1 – current correctional issues and challenges and three additional themes. Within these three broad areas, the agenda committee would choose one of the sub-areas identified below based on recommendations from the conference delegates.

Agenda themes

1. ADMINISTRATION

Human Resources/People Development

- Identifying the competencies and skills that employees in a variety of capacities require throughout an offenders sentence; (institution and community skills requirements)
- Recruitment
- Selection Tools
- Training
- Retention
- Performance Measures of staff
- Succession planning
- Leadership – middle and senior manager development

Performance Measurement

- Sharing of performance measurement frameworks and tools

2. PRISON OPERATIONS AND CUSTODY

Prison Design and Physical Security

- Prison Design
- Aging Infrastructure
- Accommodating offenders with physical disabilities

Prison operations

- Inmate discipline
- Offender security levels
- Institution security levels
- Prison Vehicles
- Prison Transport (during inmate transfers and Temporary Absences)

- Prevention of Escape
- Use of technology
- Managing violence
- Overcrowding/undercrowding
- Cost Effectiveness

3. REHABILITATION, TREATMENT AND REINTEGRATION

Throughcare and Reintegration

This includes cost effective and evidence based correctional programs, interventions and reintegration activities that are provided to offenders based on a continuum of care, which includes transition from the community to incarceration to community supervision to post corrections (post sentence).

Correctional Programs includes programs within the institution and within the community, substance abuse, sex offenders, violence prevention, gang management, parenting, education, vocational training and programs.

Special Offender Groups - Responding to the diverse needs of offenders

- Elderly or aging offenders
- Juvenile offenders
- Sex Offenders
- Suicidal or self-harming inmates
- Gang Management
- Women offenders
- Indigenous offenders
- Offenders with Infectious Diseases
- Terrorists
- Foreign Prisoners
- Dangerous Offenders
- Remand/unsentenced offenders
- Offenders with brain damage or organic brain disorders
- Offenders with Mental Health Issues/Disorders
- Offenders with Physical Disabilities

Community Corrections and Engagement

Community corrections is the way forward for many countries. It is a cost effective way to manage offender sentences within the criminal justice system. There are a variety of elements to explore, which fall into two distinct areas, community engagement and supervision.

Community Supervision includes alternative sentences to incarceration, community use of technology, community programs, halfway houses and accommodation alternatives, parole supervision,

Engagement includes educating the public through information packages, social media, and engaging partners, volunteers, citizens and non-governmental organizations, including recruiting and engaging volunteers.

Rapporteurs

During the Working Group meeting, it was determined that the role of the Rapporteurs is not widely known as much of what they do occurs behind the scenes in partnership with the host country and during the time between annual conferences. Although the APCCA Conference host changes annually, the Rapporteurs remain the same, serving as a consistent yet informal leader within the APCCA.

Importantly, the Rapporteurs are independent and do not represent any country or jurisdiction. They serve as a bridge between conferences, providing connection between the countries and the conferences. They are often approached between conferences by countries requesting information about the APCCA. It was suggested that when a non-English speaking country is hosting the conference that their role is more significant and their workload higher throughout the year.

During a year, they provide approximately 50 work days of support to the APCCA for an honorarium of approximately \$12, 500 (US) plus travel costs each year. For the past two years, Professor Morgan has waived his payment and he has committed to not drawing it as long as he remains employed in his position (probably until 2014); thereby making the honorarium \$6250 (US) per year plus travel costs.

The Rapporteurs have developed an APCCA Conference Planning Manual which provides information to the host country on the timelines and logistics of conference planning, the format of the conference week, meetings to be held and traditions of APCCA. The manual also includes templates for the host country to use.

In addition to the above, their role consists of:

- Preparing a *Discussion Guide* before the conference. The *Discussion Guide* raises issues to be considered for each Agenda Item topic and assists member jurisdictions to prepare their papers on these topics.
- Drafting the annual APCCA Report for the host country.
- Chairing the Facilitators and Summary Presenters Meeting (held on Sunday).
- Collating the suggested Agenda Item topics submitted by delegates during the conference week into key themes and presenting them to the Agenda Committee.
- Chairing the Agenda Committee.
- Serving as the Secretariat for the Governing Board.
- Supporting the Chair of the Annual conference during the conference week.
- Chairing the conference when requested by the host.
- Assisting the host country in organizing and planning the conference. For example, choosing the most appropriate venue, advice on the conference program, and advice on the meetings to be held including, Governing Board, Finance Committee, Facilitators and Summary Presenter meeting, Agenda Committee, the two Business Sessions and the agenda for these meetings.
- Responding to many inquiries throughout the year about the APCCA

The Rapporteurs have indicated that they are open to feedback about what they might be able to do to improve their support to the APCCA or how their role may be more effective. The Working Group recommended maintaining the position and functions of the Rapporteur.

Report

There was significant discussion about the APCCA Report and its usefulness to several jurisdictions.

- It is recommended that as soon as the APCCA Annual Report has been finalized, the Report should be posted on the APCCA website in PDF format. This saves costs to the host country and respects environmental issues. The host will retain the discretion to distribute paper copies or a CD containing the report to members.
- The Statistics should be published separately (outside of the annual report) and should be posted on the internet.
- It is recommended that appendix (A) of contact details for each participant at the annual conference is removed from the report. APCCA Jurisdiction contact information will be available on the APCCA website and would be only accessible to APCCA members. It was suggested that this should be implemented immediately.

Statistics

The continuation of the annual provision of the statistics is supported. It was recommended that the statistics be published outside of the annual report and be made available on the APCCA website.

A key discussion regarding APCCA annual correctional statistics is that different countries report their statistics differently making a cross-country comparison very difficult. There was discussion about the coverage of various correctional statistics and all countries using the same definitions; however, it is recognized that it may not be possible for all member countries to use the same definitions as they must fulfill the direction of their respective governments.

It was therefore agreed that it is important that member countries include in the provision of their statistics, the definitions and coverage regarding the numbers that they are providing if they differ from the common definitions, so that relevant footnotes will be added.

Hong Kong agreed to revise the current data collection form whereby members could indicate the coverage of various statistics provided and to solicit views and suggestions from members on the proposed revisions. The revised data collection would facilitate a better understanding on the comparability of these statistics among member jurisdictions. The proposed changes will be presented to the Governing Board for consideration in the 2011 conference.

PARTNERSHIPS AND COLLABORATION

There was discussion about including NGOs as participants; however, given the current position that the APCCA is for government agencies and departments, some Working Group members believe that the presence of some NGOs would change the openness of the discussions and learning opportunities for some countries, given that their roles and mandates may be one of prisoner advocacy. Some countries proposed that they would like to include NGOs whom they work closely with as participants and that they would be responsible for their behaviour.

It was suggested that there may be an expanded role for non-governmental organizations (NGOs) in future APCCA conferences. Specifically, most working group members supported NGOs to have information booths and poster sessions where they could share information with APCCA participant at the host's discretion. There was also discussion about inviting NGOs to deliver specific presentations, participate in panel discussions, observe specific workshops or sessions; however, a final recommendation was not made. NGOs were not supported to become members of the APCCA.

NEXT STEPS

The Working Group was established to review the suggestions of the member countries that were compiled from the survey developed by Commissioner Don Head. The working group discussion was very mindful of the comments submitted which lead to fruitful debate during the meeting.

This document will be circulated to member countries prior to the Conference in Tokyo. The document will be presented to and discussed with the Governing Board at their business meeting on the Sunday before the conference starts. Decisions related to the recommendations will be made during the conference.

WORKING GROUP RECOMMENDATIONS

I. JOINT DECLARATION

It is recommended that:

- a. The Governing Board consider re-signing an updated Joint Declaration at a future APCCA Conference since many jurisdiction representatives have changed since it was originally signed in 2002 and amended in 2004.
- b. The Joint Declaration is provided to participants as a part of the conference package in 2011.
- c. A list of the member countries/jurisdictions is added as an appendix to the Declaration.

II. MEMBERSHIP

It is recommended that the:

- a. Commissioner of the Correctional Service Solomon Islands provide a list of Pacific Island countries and the relevant contact information for each country to the APCCA Secretariat;
- b. Member countries may make recommendations to the host country regarding additional countries to invite to the annual conference;
- c. APCCA Secretariat provide information, including the Joint Declaration, to the countries who may become APCCA members;
- d. APCCA Secretariat is responsible for gathering the contact names and information.

- e. The host country will decide which non-member countries to invite to the conference.

III. COMMUNICATIONS

It is recommended that:

- a. One contact per jurisdiction is identified. APCCA Secretariat (Singapore) will compile a list of contacts that will be available to member jurisdictions on the APCCA website.
- b. A Directory will be compiled by the Secretariat and posted on the APCCA website.
- c. Each jurisdiction is responsible for ensuring that the contact information is accurate and updated as required.
- d. The papers prepared by countries for the annual APCCA conference be posted on or linked to the APCCA website.

IV. FINANCES

Recommendations pertaining to finances will be made by the Governing Board after their meeting in Tokyo.

V. CONFERENCE

It is recommended that:

- a. The annual conference is maintained.
- b. Regional workshops may be organized on an ad hoc basis.
- c. Each country is permitted to send three delegates; and it will be up to the host country to determine if more than three delegates per country can be accommodated.
- d. Member jurisdictions are encouraged to submit their papers at least 2 months before the conference, to allow the papers to be distributed to participants beforehand and allow for more meaningful and in-depth discussions at the conference
- e. Countries who translate the discussion papers and annual reports make these translations available for distribution to member countries and also post them on the APCCA website.
- f. Agenda item #1 “Challenges and Initiatives in Corrections” is maintained. Each presenter will focus on one or two key issues.

- g. Identify three or four high level themes and keep them consistent. Within the themes, develop a strategic plan where the agenda is limited to 4 subjects, on a three to five year cycle thereby creating 12 to 15 subjects that would be discussed every three to five years
- h. The host country determines if they would like to include a keynote speaker who will be paid from the APCCA fund.
- i. The position and functions of the Rapporteur be maintained.

VI. REPORT

It is recommended that:

- a. It is recommended that as soon as the APCCA Annual Report has been finalized, the Report should be posted on the APCCA website in PDF format. It was suggested that this should be implemented immediately.
- b. The appendix of contact details is removed from the report as the information will be available on the APCCA website to member jurisdictions. It was suggested that this should be implemented immediately.
- c. The Statistics should be published separately (outside of the annual report) and should be posted on the APCCA website.
- d. Member countries include definitions regarding the provision of their statistics that they provide.

APPENDIX A - ATTENDEES

Mr. Datuk Wira Hj. Zulkifli bin Omar, Commissioner General of Prisons, Malaysian Prisons Department

Ms. Elizabeth VAN ALLEN, Assistant Commissioner Communications and Engagement, Correctional Service Canada

Ms. ZHAO Linna, Director, Department of Judicial Assistance and Foreign Affairs, China

Mr. Yat-kin SIN, Commissioner Hong Kong Correctional Services Department

Mr. Che-leung LAM, Staff Officer, Hong Kong Correctional Services Department

Mr. David SO, Head, Research unit, Hong Kong Correctional Services Department

Mr. Tetsuya SUGANO, Chief International Affairs Section, Prison Service Division, Correction Bureau, Ministry of Justice, Japan

Mr. Ryo YAMASHITA, Officer in Charge, International Affairs Section, Prison Service Division, Correction Bureau, Ministry of Justice, Japan

Mr. Nordin Muhamad, Director, Training and Inspectorate, Malaysian Prisons Department

Mr. Desmond CHIN, Deputy Director of Prisons/ Chief of Staff Singapore Prison Service

Mr. Ephraim Yang-Minn GOH, Staff Officer, Strategic Planning, Branch, Singapore Prison Service

Mr. Francis HAISSOMA, Commissioner, Correctional Service Solomon Islands,

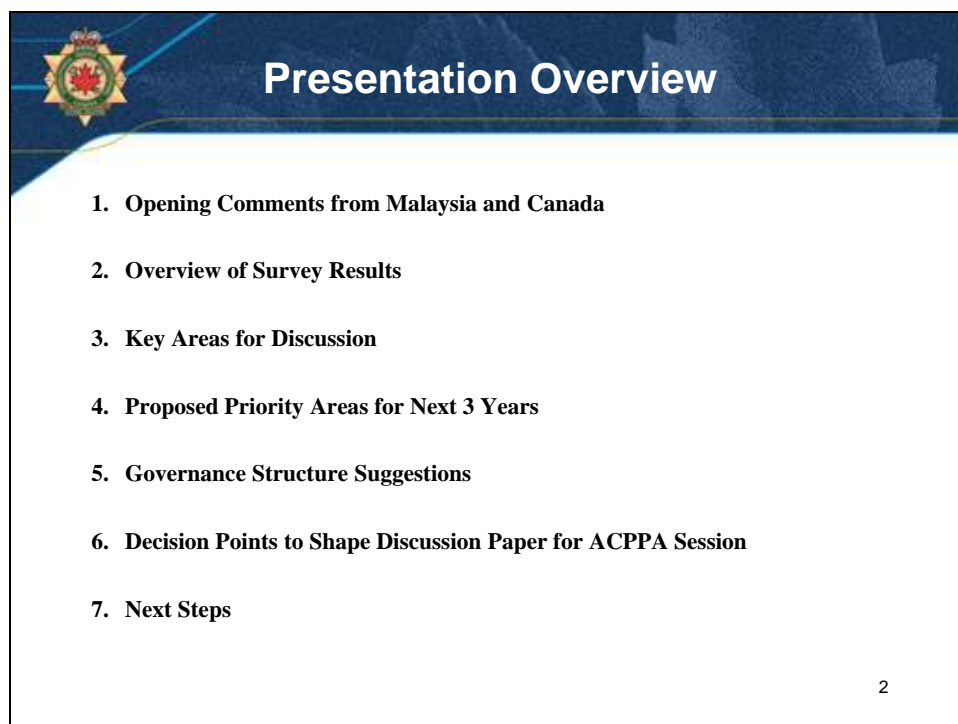
Mr. Patrick SALE, Deputy Commissioner, Administration and Support, Correctional Service Solomon Islands

Ms. Bev ARSENEAULT, Chief of Staff, Commissioner's Office Correctional Service Canada

Mrs. Irene MORGAN, Rapporteur

Professor Neil MORGAN, Rapporteur

APPENDIX B - APCCA STRATEGIC PLANNING SESSION PRESENTATION PREPARED BY COMMISSIONER DON HEAD





Overview of Survey Results

- 16 submissions from 22 countries who participated at last APCCA in Vancouver, BC, Canada

Overall Satisfaction

- While overall satisfaction with the APCCA organization and structure was positive, the majority of respondents felt that there could be improvements
- While the vast majority of respondents indicated they would continue to participate as active members of APCCA, there is a clear need to ensure jurisdictions feel they are benefitting from their participation and that they feel equal and included
- Finally, work needs to be done to allow jurisdictions to feel comfortable in encouraging other Asia-Pacific countries to participate APCCA

3



Overview of Survey Results

Administration

- While the overall belief is that the Administration of APCCA is seen as positive, there are some key areas that need to be addressed we move forward
- Respondents have suggested that APCCA needs to be more responsive to the needs of the member jurisdictions
- It is strongly suggested that APCCA will need to focus on enhancing communications with jurisdictions and even look at improving the website so it is more useful to member countries
- It is also suggested that the Governing Board structure should be reviewed to ensure it functions well for all participating jurisdictions
- There is a need for a current discussion around the administration of APCCA and where that should be best situated



Overview of Survey Results

Financial Situation

- While several jurisdictions make a financial contribution to the administration to APCCA, there was not currently an indication that all jurisdictions felt they they could or should make a contribution
- There are differing views as to how the funds for the administration could or should be used
- The responses from the jurisdictions suggest that it is timely to have a fulsome discussion on how the finances for the administration of APCCA could be used to further the overall goals of the group

5



Overview of Survey Results

Annual Conference

- The overall responses regarding the annual conference are positive, however, as with other areas in the survey, there are some areas where discussions and improvements should occur
- The agenda and the products coming out of the conference need to better reflect the needs of the participating jurisdictions
- The annual conference format should be re-visited to ensure that all participating jurisdictions see the benefit and would encourage others to participate
- There should be a discussion as to whether the annual conference approach still meets the needs of all jurisdictions or whether another approach would be more beneficial
- As well, it is time to re-visit the current use and expenditures for the rapporteurs to APCCA

6



Overview of Survey Results

Presentations

- Country members should focus on 1 or 2 key issues for the oral presentation - it would be more strategic for delegations to maximize that time by speaking on a specific challenge or success story they want to share with APCCA delegates
- Countries should still submit a Discussion Paper that reflects the same themes as in previous years
- Invite academics (practicing or otherwise) to conduct keynote lectures and workshops

7



Overview of Survey Results

Workshops and Breakout Sessions

- Maintain practice of having 2 days of workshops in the future, as this is the best forum to engage delegates in a fruitful discussion.
- Little value in having a short presentation (10 minute) on complex correctional issues. Recommend fewer workshops/agenda items (3 instead of 6) with longer presentations, providing the opportunity for more significant discussion and exchange of ideas and, in doing this, facilitating partnership and international collaboration.

8



Overview of Survey Results

Number of Delegates / Registration

- Maintain the practice of limiting the number of delegates to 5 per country (excluding the host country) as well as continuing the 2 rounds of registrations with set deadlines, for futures conferences.
- Suggest charging minimum registration fees for all delegates. The current global climate is that all governments are facing fiscal restraints and economic challenges and must be extremely vigilant in how public funds are being spent. In light of this, and given the financial demand on the host country, there may be a need to reconsider this practice.
- For countries that cannot face additional expenditures for their participation in the conference, it is recommended that the Board of Governors be authorized to use the Fund for providing financial assistance to these jurisdictions.

9



Overview of Survey Results

Partnerships and Collaboration

- The overall responses around the partnership and collaboration theme suggest a need for a further dialogue
- There are various views as to whether the APCCA membership should be expanded beyond government agencies
- While partnerships are seen as important to jurisdictions doing their work, there were varying views as to how to best highlight that in the agenda of the conference
- There appears to be an opportunity to explore further how jurisdictions can work together in collaboration or partnership in order to meet their goals and objectives

10



Overview of Survey Results

APCCA Collaboration/Exchanges between Members

- Conference papers and presentations should be published on the APCCA website to allow members to share their ideas, knowledge and experiences
- Promote and develop opportunities for active bilateral cooperation between APCCA members
- Promote study visits and exchange seminars among member countries

11



Overview of Survey Results

Future Direction of APPCA

- The participating jurisdictions indicated that an electronic repository of information, literature and reports that would be accessible to members would be a benefit to all
- The survey respondents indicated that ACPA should focus more on a few key areas to foster broader discussions amongst members
- The survey also suggested that APCCA should consider developing a multi-year plan to guide future efforts of the jurisdictions and set the themes for future conferences
- The 5 top themes suggested by the jurisdictions were: Community Engagement; Community Corrections; Special Needs Offenders; Correctional Programs; and Staff Learning and Development

12



Key Areas for Discussion

- Inclusiveness and responsive to needs of jurisdictions
- Sharing of information – website; social media; regional partnerships; regional seminars
- Multi-year themed approach to conferences
- Interactive approach to conference – less presentations on multiple issues
- Administration and governance of APCCA

13



Next Steps

- Summarize discussions from this planning session – end of July 2011
- Send out summary document to participants of strategic planning discussion for final comments/feedback – end of July 2011
- Final comments from strategic planning session participants – mid-August 2011
- Prepare presentation deck for APCCA conference – early September 2011
- Presentation of suggestions to members at APCCA conference – October 2011

14

APPENDIX C – SURVEY RESULTS

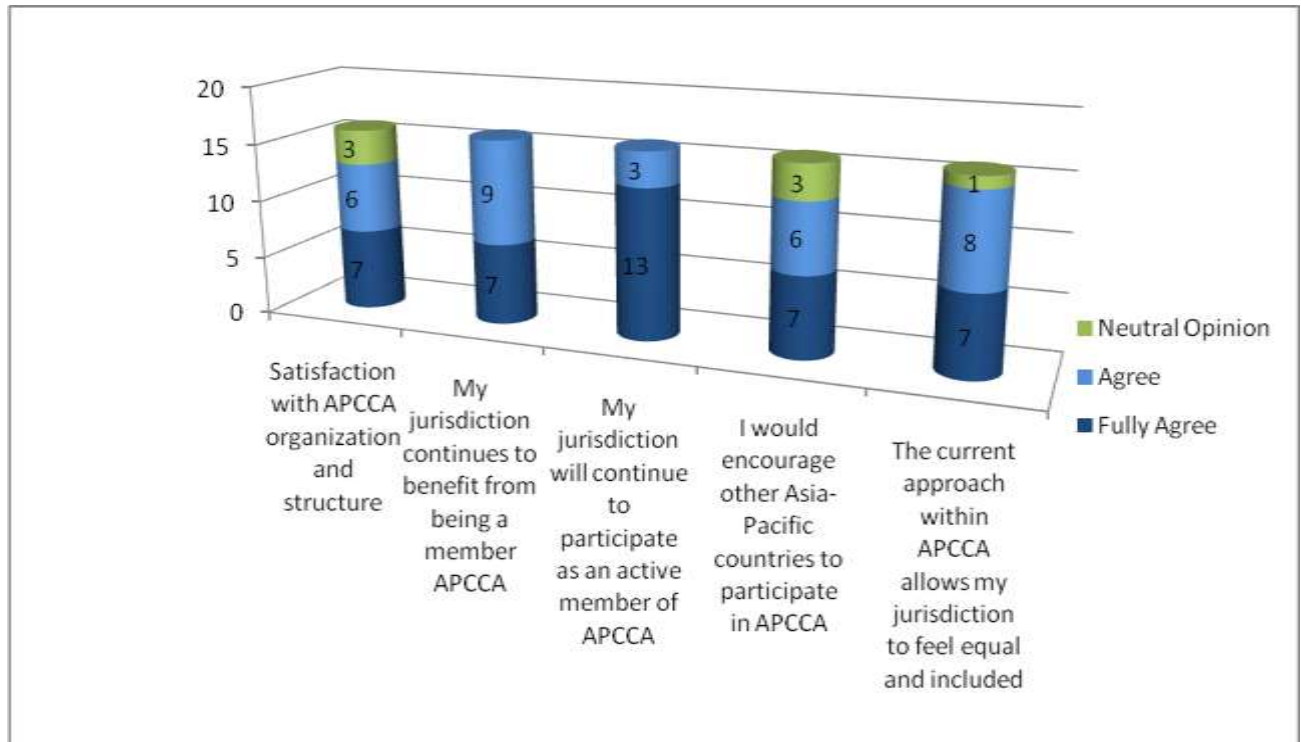
As of April 21, 2011, sixteen (16) responses were received out of twenty-two (22) different jurisdictions in attendance at the 2010 APCCA Conference in Vancouver, Canada.

- Canada (2 surveys)
- Cambodia
- Hong Kong
- Indonesia (2 surveys)
- Japan (2 surveys)
- Kiribati
- Macao SAR (2 surveys)
- Malaysia
- Singapore
- Solomon Islands
- South Australia
- Vietnam

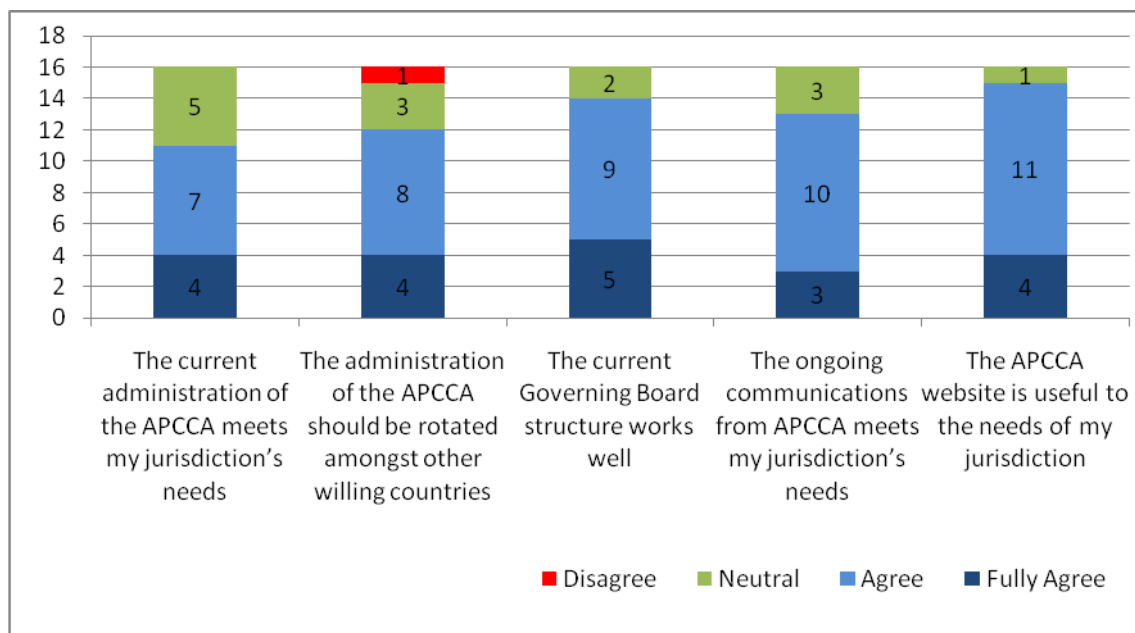
The **Rating System** used for all questions was:

5 – Fully Agree; 4 – Agree; 3 – Neutral opinion; 2 – Disagree; 1 – Fully Disagree; N/A – not applicable

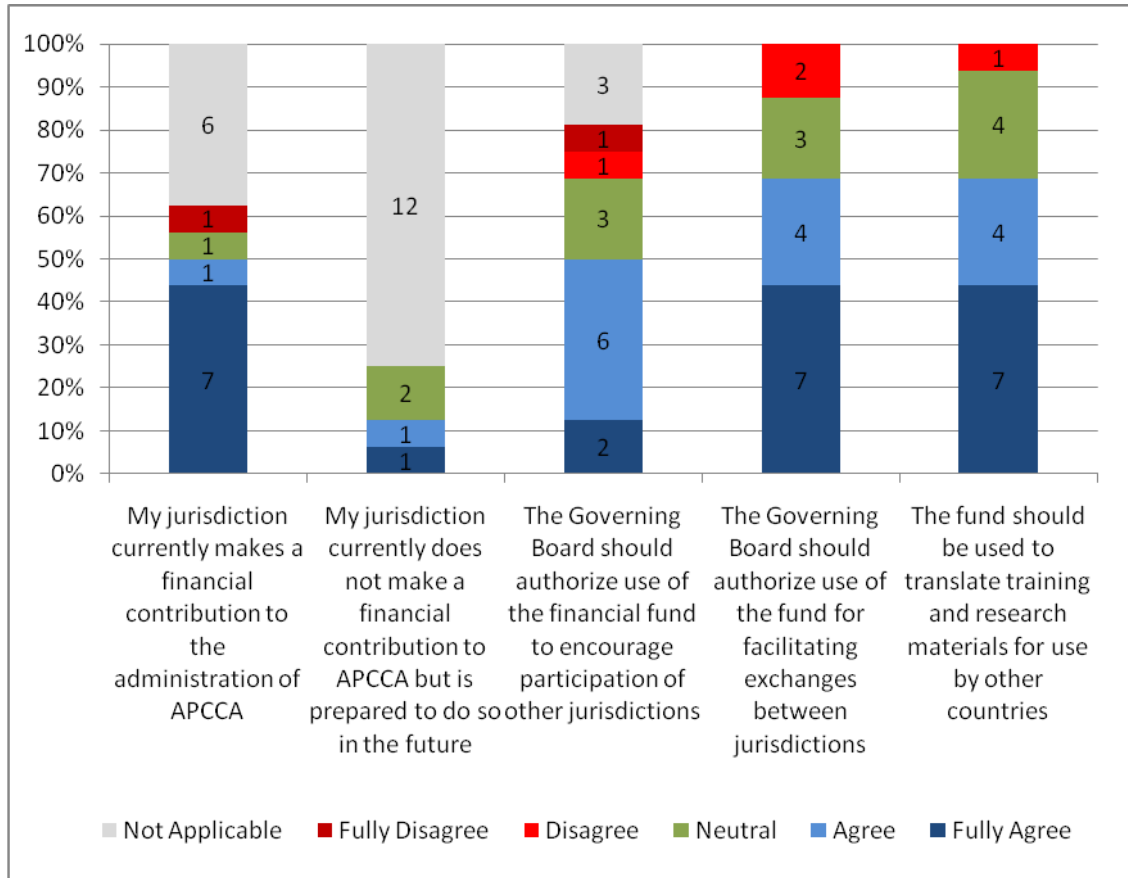
A. Overall Satisfaction



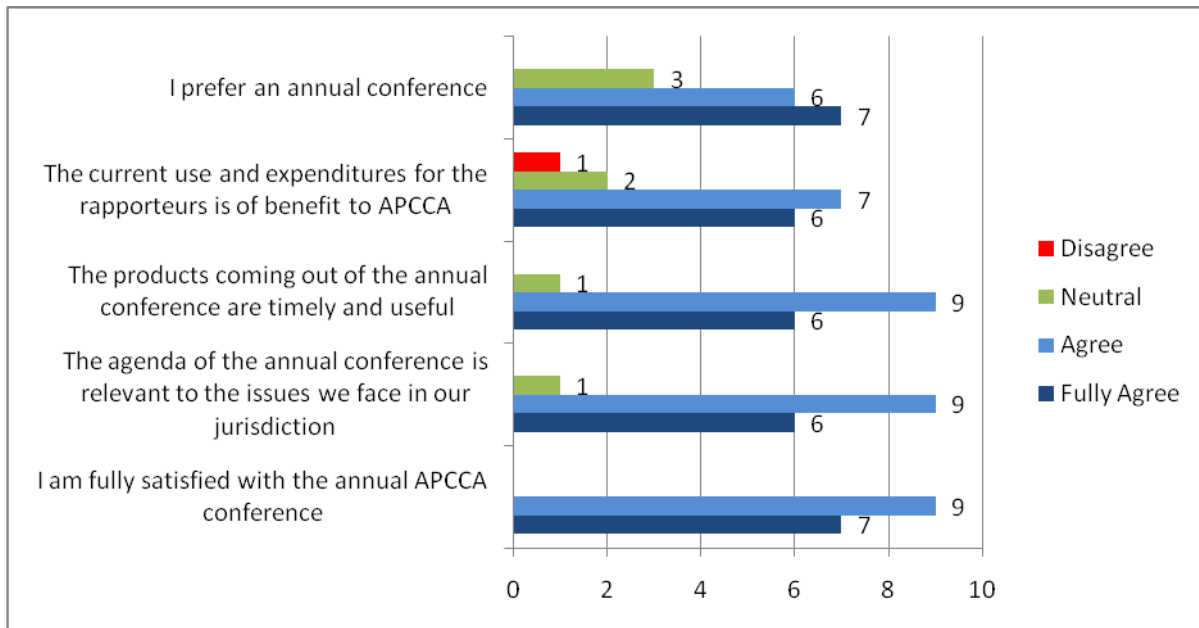
B. Administration



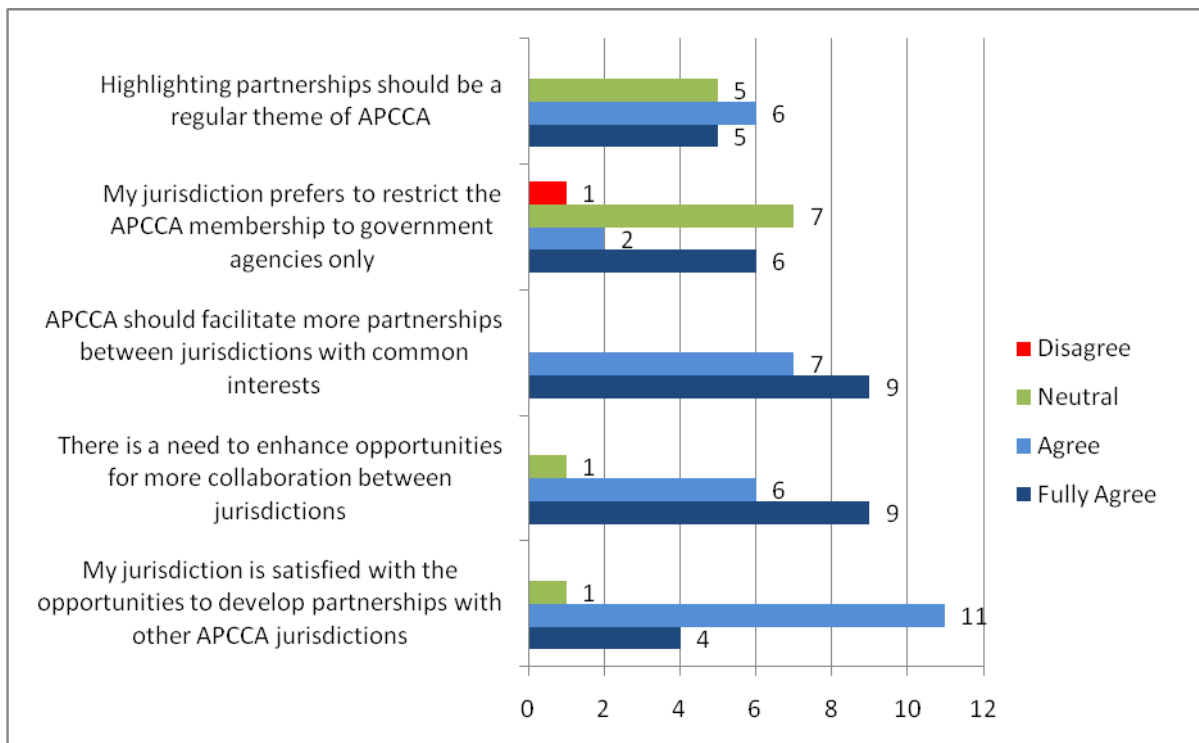
C. Financial Situation



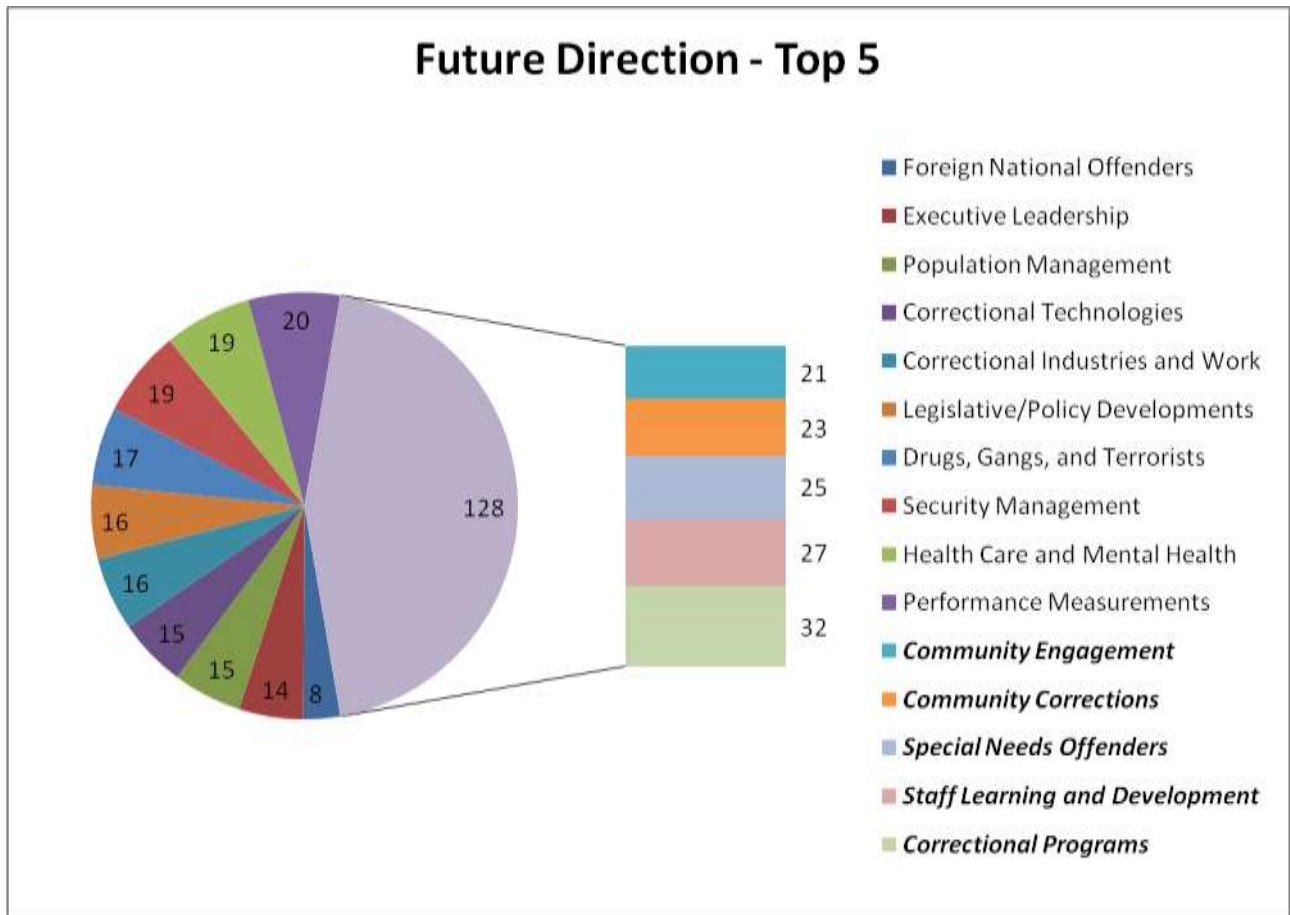
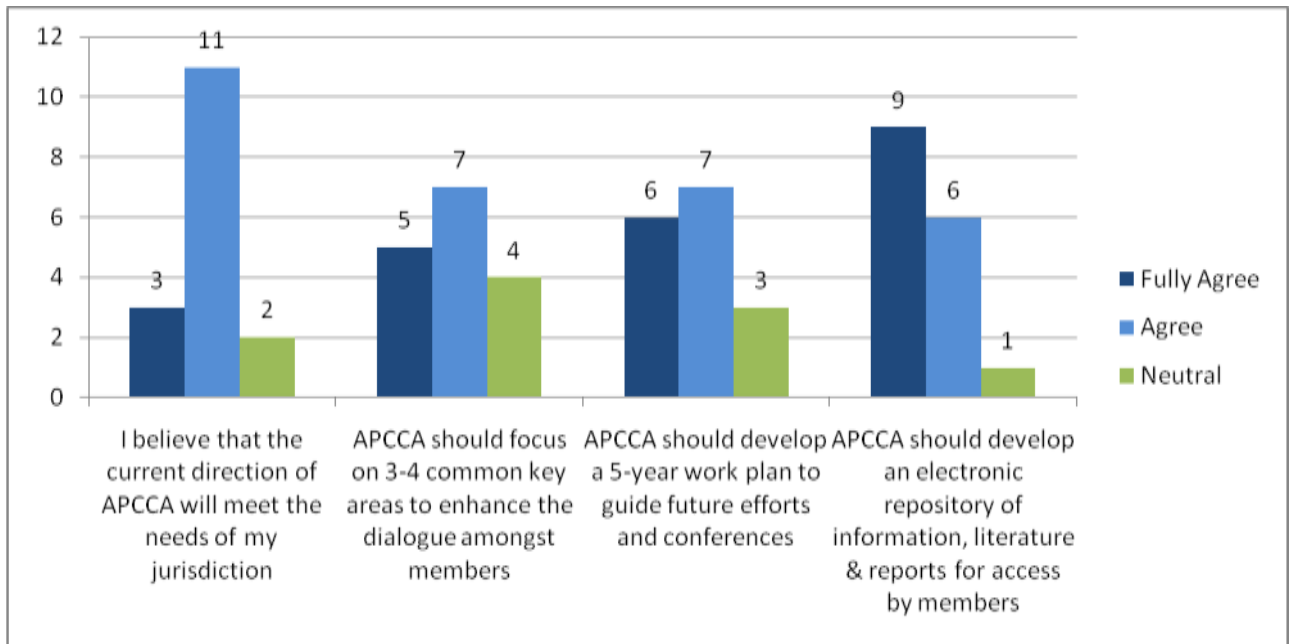
D. Annual Conference



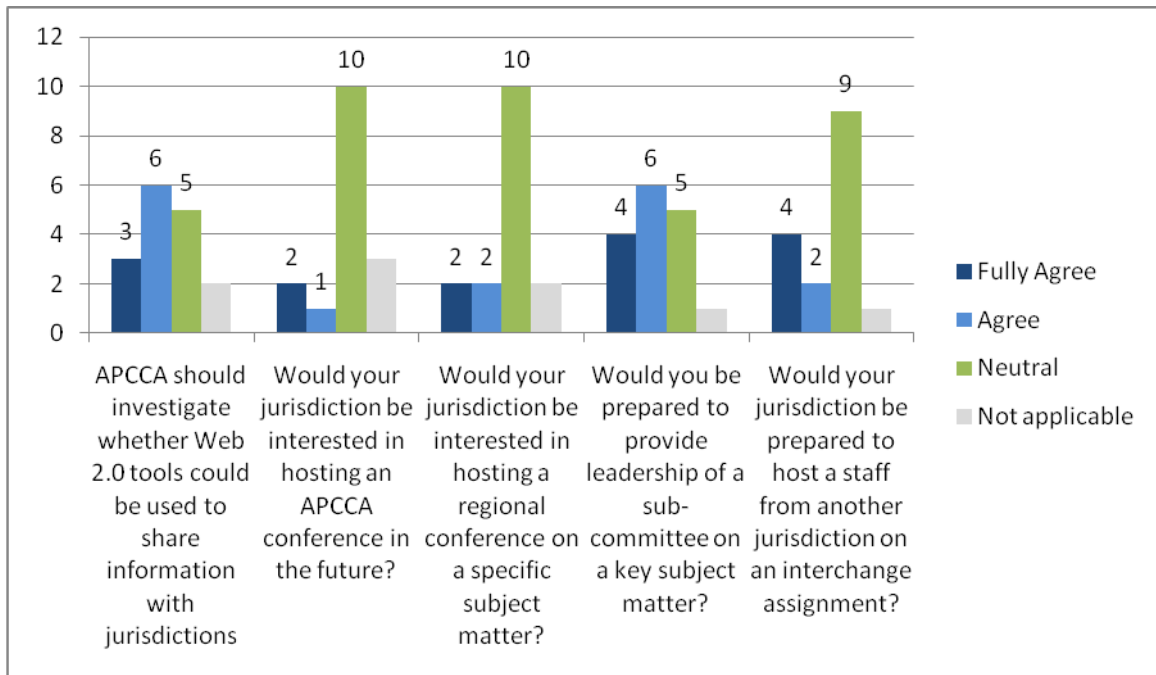
E. Partnerships and Collaboration



F. Future Direction



G. Other Issues



H. General Comments and Suggestions

APCCA Conference

Presentations

- Country members should focus on 1 or 2 key issues for the **oral presentation** (Agenda Item 1 “National Reports on Contemporary Issues”) rather than providing information on every topic identified in the Discussion Guide. Given the short period of time allocated for this item and the significant number of presentations, it would be more strategic for delegations to maximize that time by speaking on a specific challenge or success story they want to share with APCCA delegates.
- Country would still submit a **Discussion Paper** that would reflect the same themes as in previous years in order to ensure continuity in the APCCA Data base.
- **Invite academics** (practicing or otherwise) to conduct keynote lectures and workshops

Workshops /Breakout Sessions

- Maintain practice of having **2 days of workshops in the future**, as this is the best forum to engage delegates in a fruitful discussion.
- Little value in having a short presentation (10 minute) on complex correctional issues. Recommend **fewer workshops/agenda items** (3 instead of 6) with longer presentations, providing the opportunity for more significant discussion and

exchange of ideas and, in doing this, facilitating partnership and international collaboration.

Number of Delegates / Registration

- For financial and logistical reasons, maintain the practice of **limiting the number of delegates to 5 per country** (excluding the host country) as well as continuing the 2 rounds of registrations with set deadlines, for futures conferences. The APCCA 2010 experience has demonstrated that a 2-round system has worked very well and contributed to facilitate the planning of the conference.
- Suggest **charging minimum registration fees for all delegates**. By tradition, the APCCA does not ask for conference fees from delegates and spouses, even though this is the usual practice with all international conferences. The current global climate is that all governments are facing fiscal restraints and economic challenges and must be extremely vigilant in how public funds are being spent. In light of this and given the financial demand on the host country, there may be a need to reconsider this practice. For countries that cannot face additional expenditures for their participation in the conference, it is recommended that the Board of Governors authorize use of the Fund for providing financial assistance to these jurisdictions.

Reimbursement for Rapporteurs

- **APCCA Fund be used to reimburse a portion of the travel expenses of Rapporteurs** due to the high cost of air travel (Business class), it is recommended that the when they have to travel a long distance (e.g. Australia to Canada). Although the APCCA allocates a maximum of US \$5,000, it is still a significant expense for the host country to absorb. For example, Canada needed to reimburse US \$22,000 in travel expenses for both Rapporteurs.

APCCA Collaboration/Exchanges between Members

- Conference papers and presentations should be published on the APCCA website to allow members to share their ideas, knowledge and experiences
- Promote and develop opportunities for active bilateral cooperation between APCCA members
- Promote study visits and exchange seminars among member countries

Appendix N

The Great East Japan Earthquake – 11 March 2011



東日本大震災 The Great East Japan Earthquake

大災害と矯正：
未曾有の災害を前に矯正職員はどのように立ち
向かったのか

The Earthquake Disaster and Correction:
How did Japanese correction officials
cope with the unprecedented gigantic
disaster?

- 東日本地区に大地震発生
- 平成 23 年 3 月 11 日 午後 2 時 46 分
- マグニチュード 9

- A massive earthquake struck north-east Japan at 14:46 p.m. on March 11, 2011.
- The scale was Magnitude 9



- 大津波警報発令 午後 2 時 49 分
- 最大波到達 岩手県-午後 3 時 15 分, 宮城県-同 20 分, 福島県-同 50 分
- Large Tsunami Warning, issued 14:49 p.m.
- Arrival of the largest wave: 15:15 p.m. (Iwate); 15:20 p.m. (Miyagi); 15:50 p.m. (Fukushima)

地震 Earthquake

過去の大震災の経験から、日本の矯正施設では、建造物に耐震及び免震対策を施してきたため、東日本大震災においても地震そのものにより生じた被害は少なかった。それでも被災地域内にある矯正関係の施設では、古い工場（作業場）の壁や屋根が落ち、居室棟のジョイント部分が垂離するなどの被害があった。ただし、刑務作業に従事していた受刑者は刑務官の指示に従い避難などした結果、職員を含めて負傷者はいなかった。

Based on the lessons of previous large earthquakes, most correctional facilities have adopted earthquake resistant or base-isolated structures in their buildings. As a result, no serious damage was caused directly by the Great East Japan Earthquake. Even correctional facilities located in the devastated areas suffered only minor damage, such as cracks in walls, partial collapse of ceilings, or slippage of beam joints. All the inmates and officers in the facilities evacuated safely without any injury.



宮城刑務所 Miyagi Prison



宮城刑務所 Miyagi Prison



福島刑務所 Fukushima Prison



宮城刑務所 Miyagi Prison



矯正研修所仙台支所
Training Institute for
Correction Personnel
Miyagi Branch

津波 Tsunami



In the Great East Japan Earthquake, damage caused by tsunami was very serious. According to the National Police Agency (NPA), as of August 10, the death toll was 15,689 and the number of missing persons was 4,744.



東日本大震災では、津波による被害が甚大で、8月10日現在の集計（警察庁）で死者は15,689人、行方不明者は4,744人に上っている。



112,761 houses were totally destroyed, 143,973 houses were half-destroyed, and 512,535 houses were partially damaged (NPA, as of August 10). According to the Ministry of Environment, the total debris caused by tsunami (as of June 13) was more than 2,300 tons. Although Ishinomaki city is located in one of the areas of great destruction, the branch detention house in the city was flooded above the floorboards only, and did not suffer any structural damage. The foundation of the facility was built 80 cm higher than the neighboring community houses, and the gate was on the opposite side to the seafont.

津波による建物被害は、▽全壊 112,761 戸、▽半壊 143,973 戸、▽一部破損 512,535 戸（いずれも 8 月 10 日警察庁発表）となっており、また、環境省の推計（6 月 13 日現在）で、沿岸部のがれきは岩手県 499 トン、宮城県 1,595 トン、福島県 288 トンに上っている。ただし、石巻市内にあった石巻拘置支所は、建設時に基礎部分に土を盛り、周囲よりも地面が約 80cm 高くなっていたことと、海の反対側に出入口があったことから、津波による被害は床下浸水と最小限であった。



緊急用救援物資の搬送

Sending Food and Relief Items



今回の地震では、建造物の被害は最小限に抑えることができたが、水道・電気などのライフラインが寸断された上、通信手段や交通関係のインフラストラクチャーが破壊されてしまい、市民生活は大混乱に陥ってしまった。矯正施設では、日ごろから非常時に備えて被収容者用に飲料水、食料、あるいは燃料等を備蓄しているが、連絡手段が途絶えた上物流が麻痺してしまったことから、食料等の補充ができないという危機に直面した。被害地域を統括する仙台矯正管区も業務を遂行することが難しくなったため、地震直後から法務省矯正局が陣頭指揮をとって全国の被災していない施設から救援物資を集めて、被災した矯正施設や施設周辺の地域住民を支援する体制作りを開始した。

Although the structures of correctional facilities suffered minimal damage, they were still thrown into confusion because the basic utility systems, such as supplies of tap water, electricity, and gas, were seriously damaged and communication and traffic systems were paralyzed. All correctional institutions in Japan are required to store emergency food, drinking water, fuel, etc. for disasters. Prisons can maintain and operate their facilities for a while (5 to 7 days) using these emergency supplies. However, after the Great East Japan Earthquake, it became extremely difficult to receive further supplies because distribution networks and shipping systems were crippled. Sendai Regional Correction Headquarters, which was supposed to cope with the crisis, was also badly damaged and could not function well. The Correction Bureau therefore started to establish food support systems and distribute emergency foods and materials collected from other institutions nationwide.

震災直後の矯正局による発令及び指示／Orders and Instructions of the Correction Bureau

日付 Date	発令及び指示内容 Orders and Instructions
3/11 (Fri)	全国の管区機動警備隊員の待機を発令 Issued a standby order to Security and Rescue Mobile Units of regional correction headquarters nationwide
3/12 (Sat)	非常食、飲料水、経路等の救援物資の確保・搬送を管区機動警備隊に指示 Issued an order to Security and Rescue Mobile Units to collect and distribute emergency food, drinking water, and fuels for cooking
3/13 (Sun)	宮城刑務所へ救援物資を順次搬入 Made arrangements to store food and other relief items in Miyagi Prison

緊急用救援物資の搬送

Sending Food and Relief Items



救援物資/Relief Items

日付 Date	搬出元/Providing facility	搬入先施設 Receiving facility/entity	支援物資 Shipped items
3/13 [Sun]	府中刑務所 Fuchu Prison 東京拘置所 Tokyo Detention House 大阪矯正管区 Osaka Regional Correction Headquarters 名古屋矯正管区 Nagoya Regional Correction Headquarters	宮城刑務所 Miyagi Prison	食料・飲料 Drinking water and food
3/14 [Mon]	福岡刑務所 Fukuoka Prison	仙台矯正管区 Sendai Regional Correction Headquarters	食料・飲料 Drinking water and food
3/15 [Tue]	札幌刑務所 Sapporo Prison	青森刑務所 Aomori Prison	食料・飲料 Drinking water and food
3/15 [Tue]	月形刑務所 Tsukigata Prison	青森刑務所 Aomori Prison	食料・飲料 Drinking water and food
3/15 [Tue]	栃木刑務所 Tochigi Prison	宮城刑務所 Miyagi Prison	軽油/Diesel fuel (1,000L)
3/17 [Thu]	広島矯正管区 Hiroshima Regional Correction Headquarters 広島刑務所 Hiroshima Prison	宮城刑務所 Miyagi Prison	軽油/Diesel fuel (2,400 L)
3/17 [Thu]	山口刑務所 Yamaguchi Prison	宮城刑務所 Miyagi Prison	軽油/Diesel fuel (2,000 L)
3/18 [Fri]	神戸刑務所 Kobe Prison	仙台矯正管区 Sendai Regional Correction Headquarters	非常食・毛布 Food and Blanket
3/18 [Fri]	大阪刑務所 Osaka Prison	福島刑務所 (福島市支援) Fukushima Prison⇒Fukushima City	毛布/Blanket (1,500) マスク/Flue masks(36,000) 簡易トイレ/Portable toilets (7)
3/19 [Sat]	大阪刑務所 Osaka Prison	宮城刑務所 Miyagi Prison	非常食/Emergency food (10 tons)
3/19 [Sat]	東京拘置所 Tokyo Detention House	仙台矯正管区 Sendai Regional Correction Headquarters	非常食/Emergency food (8 tons)
3/22 [Tue]	名古屋刑務所 Nagoya Prison	宮城刑務所 Miyagi Prison	軽油/Diesel fuel (3,000L) 灯油/Kerosene (2,000L)
3/24 [Thu]	東京拘置所 Tokyo Detention House	仙台矯正管区 Sendai Regional Correction Headquarters	非常食/Emergency food (10 tons)

地域社会への支援

Community Support

矯正局の指示を受けて、震災直後から全国から救援物資が被災地域内の矯正施設に搬入されるようになり、被収容者の生活を維持できる体制は整いつつあった。一方、一般市民たちの生活基盤の回復は遅れ、日々の食事も満足にできないような状態が長期化しつつあったことから、矯正局では地域社会への支援も並行して行うようになった。まずは、全国の矯正施設から集められた援助物資を、近隣の地方自治体に寄付するところから、矯正局による地域社会支援が始まった。

Following the instructions of the Correction Bureau, emergency relief items were gathered from nationwide correctional institutions. The lives of inmates were stabilized through this support, but the recovery of living conditions of neighboring communities were so delayed that neighbors did not have sufficient food supplies. In response to the serious needs of community, the Correction Bureau decided to provide support to the general public.



地域社会への支援物資 / Provision in Community Support Items

日付 Date	支援先 Supported entity	支援元 Supporter	支援物資 Support items
3/16 (Wed)	宮城県登米市 Tome City, Miyagi Prefecture	宮城刑務所 Miyagi Prison	毛布/Blankets (1,000)
3/16 (Wed)	福島県福島市 Fukushima City, Fukushima	福島刑務所 Fukushima Prison	毛布/Blankets (1,000)
3/17 (Thu)	宮城県登米市 Tome City, Miyagi Prefecture	宮城刑務所 Miyagi Prison	アルファ米/Instant rice(2,800 bags), パン/Bread(1,538 packs), ビスケット/Biscuits(98 packs), 簡易トイレ/portable toilets(25)
以後活動を各地で継続 Since then, these activities have been continued in each area.			

地域社会への支援

Community Support

矯正局の指示を受けて、矯正職員は支援物資を避難所に届けるだけでなく、屋外炊飯設備を活用して市民のために炊き出しを行い、温かい食事を提供しはじめた。

Not only were emergency food supplies provided, but correctional officers started to cook hot meals for community residents using emergency cooking equipments.



地域社会での援助活動/ Community Support Activities

日付 Date	支援先 Supported community	支援元 Supporter	支援活動 Support activity
3/20(Sun)	万石浦中学校避難所 Evacuation Center, Mangokuura Junior High School	東京・大阪管区機動警備隊 Security and Rescue Mobile Units of Tokyo and Osaka Regional Correction Headquarters	炊き出し
3/21(Mon)	万石浦中学校避難所 Evacuation Center, Mangokuura Junior High School 石巻拘置支所近隣 Neighbors of Ishinomaki Branch Detention House	東京・大阪管区機動警備隊 Security and Rescue Mobile Units of Tokyo and Osaka Regional Correction Headquarters	炊き出し
3/22(Tue)	万石浦中学校避難所 Evacuation Center, Mangokuura Junior High School	東京管区機動警備隊 Security and Rescue Mobile Units of Tokyo Regional Correction Headquarters	炊き出し
以後活動を各地で継続 Since then, these activities have been continued in each area.			

Community Support in Ishinomaki City



万石浦中学校での炊き出し Support Activities at Mangokuura Junior High School in Ishinomaki City



3月20日から宮城県石巻市の避難所である万石浦中学校において炊き出し等の支援活動を開始した。地域住民からは「3月11日以降初めての炊き出しです」などと感謝の言葉を言われた。刑務官は、日々の業務の中で被収容者から罵声を浴びせられることはあっても感謝されることは非常に少ない。それは刑務官人生の中で限られた貴重な経験であり、「行けるところへはどこへでも行く。できることは何でもやる。」という心強い指揮官の号令を受けて、刑務官全員が心を一つにして支援活動に取り組んだ。



On 20 March, the Security and Rescue Mobile Units of Regional Correction Headquarters started their community support activities at Mangokuura Junior High School evacuation center. This mobile unit is mainly composed of prison guards, who have rarely been appreciated when performing their routine assignments in prisons. They were deeply moved by the gratitude of residents, some of whom said "This is our first hot meal since the earthquake". The commander of the unit said, "Responding to the requests of community, we will go anywhere and do whatever people want us to do".

長期的な復興支援へ From temporary rescue activities to long-term recovery support

地方自治体や地域住民の要請を受けて、矯正局は長期的な復興支援に活動をシフトしていった。

Responding to the needs of municipal governments and community residents, the Correction Bureau started providing support for long-term recovery.

支援場所及び期間 Place of support and period	派遣者 Deployed officers
飯野川第一小学校、大須小学校、雄勝総合支所、石巻市遺体安置所／Evacuation Center of Inogawa Daiichi Elementary School, Ohsu Elementary School, Ogatsu-City, Mortuary of Ishinomaki City (4/27-5/14)	Prison officers (10) from Tokyo Regional Correction Headquarters and psychologists (4) from Tokyo, Chiba, Utsunomiya, and Niigata Juvenile Assessment and Classification Home
飯野川第一小学校、大須小学校、雄勝総合支所、石巻市遺体安置所／Evacuation Center of Inogawa Daiichi Elementary School, Ohsu Elementary School, Ogatsu-chou, Mortuary of Ishinomaki City (5/12-5/29)	Prison officers (11) from Nagoya Regional Correction Headquarters and Psychologists (5) from Asahikawa, Aomori, Akita, Sendai, and Hachioji Juvenile Assessment and Classification Home
飯野川第一小学校、大須小学校、雄勝総合支所、石巻市遺体安置所、石巻中学校、門脇中学校／Evacuation Center of Inogawa Daiichi Elementary School, Ohsu Elementary School, Ishinomaki Junior High School, Kadowaki Junior High School, Ogatsu-chou, Mortuary of Ishinomaki City (5/27-6/13)	Prison officers (11) from Hiroshima Regional Correction Headquarters and psychologists (4) from Kurihama Juvenile Training School, and Sapporo, Hakodate, and Kobe Juvenile Assessment and Classification Home
飯野川第一小学校、大須小学校、石巻中学校、門脇中学校／Evacuation Center of Inogawa Daiichi Elementary School, Ohsu Elementary School, Ishinomaki Junior High School, Kadowaki Junior High School (6/11-6/28)	Prison officers (11) from Takamatsu Regional Correction Headquarters and psychologists (3) from Aomori, Tsu, and Takamatsu Juvenile Assessment and Classification Home
飯野川第一小学校、大須小学校、石巻中学校、門脇中学校／Evacuation Center of Inogawa Daiichi Elementary School, Ohsu Elementary School, Ishinomaki Junior High School, Kadowaki Junior High School (6/26-7/13)	Prison officers (11) from Fukuoka Regional Correction Headquarters and psychologists (4) from Marioka, Tokyo, Osaka, and Matsue Juvenile Assessment and Classification Home
飯野川第一小学校、大須小学校、石巻中学校、門脇中学校／Evacuation Center of Inogawa Daiichi Elementary School, Ohsu Elementary School, Ishinomaki Junior High School, Kadowaki Junior High School (7/11-7/28)	Prison officers (11) from Sapporo Regional Correction Headquarters and psychologists (4) from Hokkai and Ariake-kogen Juvenile Training School, and Utsunomiya and Fukuoka Juvenile Assessment and Classification Home
飯野川第一小学校、大須小学校、石巻中学校、門脇中学校／Evacuation Center of Inogawa Daiichi Elementary School, Ohsu Elementary School, Ishinomaki Junior High School, Kadowaki Junior High School (7/26-8/12)	Prison officers (11) from Sendai Regional Correction Headquarters and psychologists (5) from Marioka, Hakodate, Aomori, Miya, and Otsu Juvenile Assessment and Classification Home
飯野川第一小学校、大須小学校、石巻中学校、門脇中学校／Evacuation Center of Inogawa Daiichi Elementary School, Ohsu Elementary School, Ishinomaki Junior High School, Kadowaki Junior High School (8/10-8/27)	Prison officers (11) from Osaka Regional Correction Headquarters and psychologists (4)

長期的な復興支援へ From temporary rescue activities to long-term recovery support

大須小学校避難所 Ohsu Elementary School Evacuation Center

震災直後の大須小学校避難所には、およそ520人の被災者が避難していた。しかし、4月に入り小学校の新学期の授業を実施しなければなくなると、避難していた地域住民の多くは子供の授業を優先させることが大事であると考え、まだライフラインが復旧せず、電気、水道、ガスが全く供給されていない自宅に帰宅した。大須小学校には自宅が消失した約120人が残った。矯正局から派遣された刑務官は、大須地区災害本部と協働して、避難所において支援物資管理、貯水槽管理、窓口業務等被災した住民の方々のために働いた。

After March 11, around 520 local residents took shelter at Ohsu Elementary School in Ishinomaki City. Since the school year starts on April 1 at most schools in Japan, most of the evacuees decided to return their houses even though not all the utility services had been restored. However, about 120 people whose houses had been completely destroyed needed to stay at the school. Dispatched correction officers, together with the Ishinomaki local government disaster team, have been managing stored relief items, taking care of drinking water tanks, and helping residents with documents.



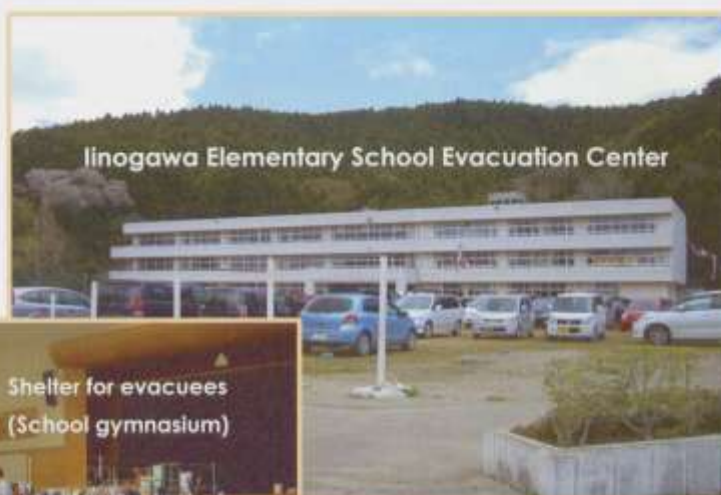
長期的な復興支援へ From temporary rescue activities to long-term recovery support

飯野川第一小学校避難所

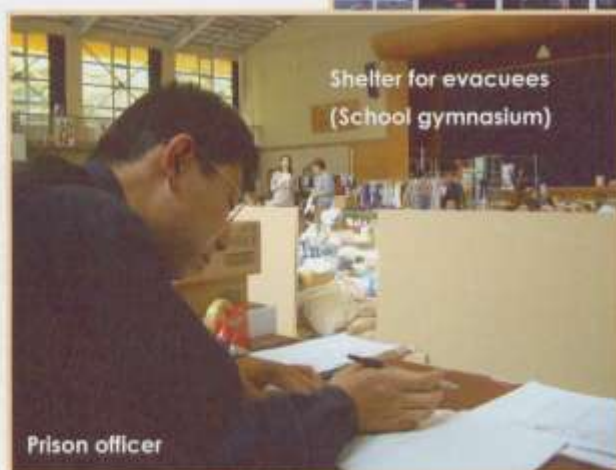
Inogawa Daiichi Elem. School Evacuation Center

飯野川第一小学校には約150人の被災者が避難していた。刑務官は、毎日の食事の準備、洗濯機の使用順番管理、入浴順の管理、苦情の受付などの業務を行いながら、被災者と同じ体育館で寝食を供にした。約2ヶ月にわたり、被災者に提供できる食事は1日2食だった。刑務官たちは、別室で食事を3回とるように指示されていたが、「そのようなことをしては、被災者の本当の苦勞が分からない。」と考え、被災者と同様1日2食で過ごした。

About 150 people have sought shelter at Inogawa Daiichi Elementary School. The Dispatched correction officers have cooked meals, managed laundry services, prepared bath and shower services, and listened to the complaints of evacuees. Since March 11, the center had been able to provide only two meals per day for around two months. During that period, correction officers decided to sleep at the center and eat only two meals a day even though they had enough food, because they placed the highest priority on living and suffering together with local residents.



Inogawa Elementary School Evacuation Center


 Shelter for evacuees
 (School gymnasium)

Prison officer

長期的な復興支援へ From temporary rescue activities to long-term recovery support

雄勝町総合支所仮庁舎/Ogatsu-cho Municipal Government Temporal Office



宮城県石巻市雄勝町総合支所（町役場）は、3月11日の大津波で壊滅的な被害を受けた。写真後方のコンクリート3階建ての庁舎の3階部分まで津波で浸水したため、職員は震災当夜屋上で夜を明かした。雪が降る非常に寒い夜であったが、暖をとる手段はなかった。庁舎の目の前は海であるが、電気も通信手段もないために、その夜は海に流された人々の捜索を行うことは不可能だった。

庁舎は使用することができなくなったため、職員はプレハブの仮庁舎で業務を行い、5月16日からは近所の老人ホームの一角に庁舎機能を移転して業務を継続している。雄勝総合支所の職員も被災者であるが、たとえ自分の家族を失っても、町民のために業務を続けている状況である。刑務官はそのような職員に対して「何でもやります。」という精神をもって、協働して毎日プレハブ庁舎に通い続けていた。

刑務官は、刑務所の塀の中で受刑者を処遇している。その業務と今回の支援業務は性質が全く異なっており、自分から進んで溶け込んでいかなければ相手にしてもらえない。ボランティアから刑務官の仕事について質問を受けた。知られているようで知られていない業種なのかもしれない。

The Ogatsu-cho municipal government building, a three-story reinforced concrete structure, was engulfed by the tsunami wave up to its third floor. The staff escaped to the roof top and stayed there during the cold and snowy night of March 11. With no lighting equipment or means of communication, they were unable to search for victims in the sea in front of the building.

Since the office had lost its function, the municipal government had to set up temporary offices and to borrow rooms from a senior citizen's home. Most of the staff members were also victims, but they had to continue their work to help local residents. The deployed correction officers helped municipal government staff in the spirit of "We will do whatever you need".

Correction officers usually work inside security walls and deal with inmates, which is very different from what they are doing in the devastated areas. In Ogatsu, they need to actively integrate themselves into the community. Occasionally other volunteer workers asked the question about the nature of their work in prisons, making them realize how little the general public know about their work.

長期的な復興支援へ From temporary rescue activities to long-term recovery support

雄勝町総合支所仮庁舎/Ogatsu-cho Municipal Government Temporary Office



長期的な復興支援へ From temporary rescue activities to long-term recovery support

心理技官（臨床心理士）による支援/Support Activities by Psychologists



少年鑑別所や刑事施設には、心理学の専門家（心理技官）が勤務しており、普段は、非行や犯罪に至った人々の鑑別・分類業務に携わっている。東日本大震災では、多くの被災者が著しい困難に見舞われており、矯正施設がその有する能力を活用し、各地で被災者に対する心理相談活動を行っている。

宮城県石巻市の要請に基づき、同市内の避難所の運営支援のため、本年4月27日から、刑事施設の刑務官11人を派遣しており、併せて、少年鑑別所の心理技官や少年院の臨床心理士の資格を有する法務教官を常時2人派遣している。刑務官が派遣されている避難所では、生活支援と一体化した形で、心理的な支援を行うことができるというメリットがあり、心理技官は、刑務官との緊密な連携を心がけている。

心理技官は、刑務官が派遣されている避難所を中心に巡回し、被災者の方と一緒に作業をしたり、積極的に声を掛けて会話に加わったりしながら、心情をおうかがいし、必要に応じて心理的な支援を行っている。同一地域に継続的に滞在して活動を行っているため、次第に、心理技官の巡回を楽しみにして、顔を見ると話し掛けてくる人が増えた。また、避難所から仮設住宅に移る被災者の方から、「普段、他の人にはいえぬような話を聞いてもらって、本当に助かった。」という言葉をいただいたこともある。避難所で生活する学童期の子どもたちからは、一緒に遊ぼうと誘われることも多く、遊びや会話に加わりながら、子どもたちの様子を見守っている。

心理技官は9日間で交代し、本年8月31日現在、23の少年鑑別所（札幌、函館、旭川、青森、盛岡、仙台、秋田、水戸、宇都宮、千葉、東京、八王子、横浜、新潟、富山、名古屋、津、大阪、神戸、松江、高松、小倉）、4の少年院（北海、青森、有明高原寮、久里浜）から、計33人を派遣している。

In Juvenile Assessment and Classification Homes (JACH) and adult correctional institutions, psychologists are responsible for assessment, classification, and treatment of juvenile delinquents and adult offenders. After March 11, the Correction Bureau decided to dispatch these psychologists to help victims.

Responding to a request from Ishinomaki City of Miyagi Prefecture, two psychologists have been working together with prison officers since April 27. The Correction Bureau tries to provide a comprehensive support scheme for daily life, in which psychologists give psychological support to ordinary citizens affected by the earthquake disaster. All MOJ workers make a point of exchanging information and working in close cooperation.

JACH psychologists visit evacuation centers where correction officers are deployed and talk to victims. The psychologists listen closely to their problems and provide them with emotional supports if necessary. Since they often visited the same centers, some evacuees looked forward to their visits and took the initiative in speaking to them. One evacuee said, "I sincerely appreciate your activities. It has been really helpful to have somebody to listen to feelings which I cannot talk about with anybody else." Children in the centers often ask the psychologists to play together with them. While playing and chatting with the children, they try to observe their mental condition.

Psychologists on duty are replaced every nine days and, as of August 10, 28 psychologists from 20 JACH and four Juvenile Training Schools have been deployed.

長期的な復興支援へ From temporary rescue activities to long-term recovery support

心理技官（臨床心理士）による支援（続き）/Support Activities by Psychologists (Cont.)

各地の少年鑑別所による支援

東日本はもとより日本各地に避難されている被災者は多数に上り、これらの方々への心理的な支援の必要性が明らかになったことから、各地の少年鑑別所において、地方自治体や臨床心理士会と連携を図り、心理相談活動を開始した。

岩手県、山形県、宮城県仙台市、福島県では、少年鑑別所（盛岡、山形、仙台、福島、福井）及び山形刑務所から、それぞれ心理技官や臨床心理士の資格を有する法務教官を避難所に派遣し、心理相談活動を行った。

茨城県では、被災者に対する電話相談の窓口が設けられ、水戸少年鑑別所は心理技官を茨城県精神保健福祉センターに派遣し、電話相談に応じた。

埼玉県、千葉県では、少年鑑別所（さいたま、千葉）から、心理技官等を小学校や幼稚園などに派遣し、学校教諭・保育士・保護者への助言、児童の心情相談に応じた。

奈良県では、奈良県内に避難された方を対象とした交流会が企画され、奈良少年鑑別所から心理技官を派遣した。

JACH also tries to support victims who have moved to other prefectures. After March 11, many people evacuated from damaged areas to other prefectures. These victims also need psychological support. Together with municipal governments, local associations of clinical psychologists, and other support groups, JACH started conducting psychological support activities.

Prefectural governments outside the disaster stricken areas have opened rescue centers. JACH located in these prefectures dispatch their psychologists to the centers to support evacuees.

Ibaragi prefecture opened telephone counseling lines and the Mito JACH started dispatching psychologists to support this service.

Saitama and Chiba prefectures asked JACHs to send psychologists to elementary schools and kindergartens to support children as well as parents and teachers.

Nara prefecture has held support meetings for those who moved to Nara after March 11 and Nara JACH has dispatched psychologists to these meetings.



長期的な復興支援へ From temporary rescue activities to long-term recovery support

矯正医官による支援

Activities of Medical Doctors of MOJ

岩手県の実情に基づき、岩手県宮古市に設置された「宮古子ども心のケアセンター」において、被災地の児童とその保護者に対する児童精神医学上のケアのため、本年6月から矯正施設の医師（盛岡少年刑務所、さいたま少年鑑別所、東京少年鑑別所）が交代で毎週木曜日に診療を実施している。センターでは災害後にみられる子どもの反応（食欲を失う、無気力になる、甘えがひどくなる等）に対処したり、生死の危険、災害・死傷の目撃、あるいは近親者との死別などにより発症する外傷後ストレス障害等に対応したりしている。また、センターの医師らは、保護者への支援やボランティア従事者など援助者の心のケアについても重要な活動と位置づけて、積極的に取り組んできている。

このほか、被災当初から自治体等の要請に基づき、矯正医官が被災地の医療支援を行っている。

Based on a formal request from Iwate Prefecture, medical doctors of Morioka Juvenile Prison, Saitama Juvenile Assessment and Classification Center, and Tokyo Juvenile Assessment and Classification Center have been providing support at Miyako Child Mental Care Center and treating children and their parents on Thursdays. At the Center, doctors provide medical examination and treatment for children suffering from post-disaster reactions (losing appetite, sunk in apathy, strong attention-seeking behaviors, etc.) and post-traumatic stress disorders (PTSD) caused by experiencing and witnessing critical calamities and death of close family members. Doctors also make it significant to support parents and helpers, and provide medical and mental treatments for them.

Other than activities in this Center, MOJ doctors have started their medical supports in different municipals based upon the request of local governments.



支援活動を終えて Impressions of Officers

東京矯正管区機動警備隊解散式 Disbandment Ceremony of the Security and Rescue Mobile Unit of Tokyo Regional Headquarters

5月14日東京拘置所において、約3週間の支援活動を終了して帰京した第一次隊員の解散式が行われた。隊員は惨事を目の当たりにした支援活動に心身ともに疲れを感じていたが、成し遂げた達成感は人生で初めて味わったものと感じていた。各隊員は次に再び東京矯正管区の派遣機会が回ってくるのであれば、必ず同じメンバーで行かせてほしいと心強い言葉を残して帰路についた。

A disbandment ceremony was held for the first Security and Rescue Mobile Unit dispatched by Tokyo Regional Correction Headquarters. The three-week mission was tough in both physically and psychologically with the exposure to critical and disastrous scenes, but the Unit officers felt a stronger sense of achievement than ever before. They said they would like to go again with the same colleagues when they are next dispatched.





法務省矯正局

The Correction Bureau
Ministry of Justice
Japan

Appendix O

APCCA 2011 Conference Pictures



APCCA Group Photo



Governing Board Meeting



Agenda Item 1 Sessions



Opening Ceremony



Opening Speeches – Mr Don Head



Opening Speeches - Mr Hiraoka



Opening Speeches - Mr Miura



Opening Ceremony – APCCA Symbols



Visit to Kitsuregawa Rehabilitation Program Centre



Japan Secretariat Operations Room



Registration Kit Bag



Rapporteurs - Professor Neil Morgan and Irene Morgan

END OF APCCA 2011 CONFERENCE REPORT