



32<sup>nd</sup> APCCA  
CARING AND  
MEANINGFUL  
REHABILITATION

قرسىدغن اسىا دان قاسىفىك باكى  
قنتدبىر كورىكسىونل ىثك - 32



PERSIDANGAN ASIA DAN PASIFIK BAGI PENTADBIR KOREKSIONAL YANG KE-32

# CONFERENCE REPORT

**32<sup>nd</sup> Asian & Pacific Conference of  
Correctional Administrators**

**7 - 12 October 2012  
BRUNEI DARUSSALAM**

by  
**Professor Neil Morgan and Irene Morgan**  
(in collaboration with the Brunei Prisons Department  
and the APCCA Secretariat)



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Statistics on the Asia-Pacific region in corrections are available at [www.apcca.org](http://www.apcca.org)



## HISTORY AND ROLE OF APCCA

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### Introduction to the 32<sup>nd</sup> APCCA Conference

This is the official report of the proceedings of the 32nd Asian and Pacific Conference of Correctional Administrators (APCCA) held in Bandar Seri Begawan, Brunei Darussalam, from 7 October to 12 October 2012. The conference was hosted by Mr Haji Zainal bin Haji Ismail, Acting Director of Prisons in the Brunei Prisons Department of the Ministry of Home Affairs, Brunei Darussalam.

The conference was attended by delegations from 20 nations and territories in the Asian and Pacific region (see *Appendix D*). 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 Prison Service (see '*APCCA History and Traditions*' below). Brunei Darussalam has been a constant and strong supporter of APCCA, attending APCCA for the first time in 1985 and participating in every conference since 1993. This was the first occasion on which Brunei Darussalam had hosted APCCA.

The Brunei Prisons Department selected a very relevant and important theme for the conference, *Caring and Meaningful Rehabilitation*. The conference logo, seen throughout this report, was especially meaningful and symbolic. The centrepiece of the logo is an abstract form of the Simpur Flower, Brunei Darussalam's national flower. The colour yellow in the lines of the Simpur flower is a colour of hope while the flower itself is a symbol of life. The lines of its five petals intertwined to form a star which signifies excellence. The APCCA official logo was then placed in the heart of the star, symbolising the way in which APCCA and its members strive for correctional excellence. The use of red, black and yellow in the conference logo is a patriotic reference to the colours of the Brunei Darussalam's National Flag. The red lines behind the yellow lines symbolised the passion and commitment of correctional services departments to drive the rehabilitation of offenders.

The warm professionalism and generous hospitality of the Brunei Prisons Department, the conference discussions, the networking opportunities for senior executives and the prison visits ensured that delegates left Brunei Darussalam with new ideas about improving offenders' prospects of rehabilitation. The conference also served to reinforce the value of APCCA as a forum for discussion and learning.

Acting Director Mr Haji Zainal bin Haji Ismail's staff members were extremely professional and helpful, providing every possible assistance to delegates. They were a tribute not only to the Prisons Department and the Ministry of Home Affairs but also to the country. Together they ensured that the conference was not only professionally valuable but also a safe and enjoyable occasion which offered an insight into the fascinating history, culture and traditions of Brunei Darussalam.



The Rapporteurs and the heads of the delegations were particularly honoured to be invited by the Minister of Home Affairs, Pehin Udana Khatib Dato Paduka Seri Setia Ustaz Haji Awang Badaruddin bin Pengarah Dato Paduka Haji Othman, to meet him and his senior Ministry colleagues on the Tuesday of the conference. The meeting provided an opportunity for the Minister to discuss directly with his guests a range of issues relating to offender rehabilitation, community reintegration and opportunities for collaboration and shared learning. The Minister's positive engagement and generous hospitality was truly appreciated.

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 learning, 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 Maraburong Prison and the Brunei Prison Training Centre, both of which are located in Tutong, around 45 minutes' drive from the centre of Bandar Seri Begawan. Maraburong Prison is the main facility in Brunei for male prisoners. It houses a wide range of different prisoners and aims to provide a secure and holistic rehabilitative approach, including education, vocational skill development and religious training. Delegates were impressed by the efficient operation of the prison and the professionalism and dedication of the staff.

### **APCCA History and Traditions**

The first APCCA meeting was held in Hong Kong in 1980. It developed out of discussions between the then Director of the Australian Institute of Criminology and the then Commissioner of the Hong Kong Prison Service. Since 1980, the conference has met every year apart from 1990. From 1980 to 1992, the conference was assisted by the Australian Institute of Criminology. From 1993 to 2002 it was assisted by Professor David Biles in a private capacity and from 1997 to 2002, Professor Neil Morgan worked with Professor Biles.

During 2001 and 2002, APCCA established a new framework for its operations with the drafting of the *APCCA Joint Declaration* (discussed below).

Between 1980 and 2011, APCCA met in numerous nations across the region: Australia (five times); Canada (twice); China (twice); Hong Kong (China) (three times); Fiji; India; Indonesia; Japan (three times); Korea (twice); Malaysia (three times); New Zealand (three times); Singapore; Thailand (twice), Tonga and Vietnam. With the addition of this conference, this means that a total of 16 nations and territories have now hosted APCCA during its 32 year history. The topics discussed at those earlier conferences are set out in *Appendix E*.

APCCA has 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 Prisons Department of Malaysia entitled '*Togetherness in Unity*', the lyrics which can be found in *Appendix B*.

### **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 C* 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 establishment of a Secretariat and the roles of the Rapporteur.

The role of the Secretariat 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 25<sup>th</sup> APCCA in Korea (2005), the 27<sup>th</sup> APCCA in Vietnam (2007) and the 29<sup>th</sup> APCCA in Perth (2009), and the 31<sup>st</sup> APCCA in Tokyo (2011), 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 Morgan<sup>1</sup> (who has been a Rapporteur for APCCA since 1997) and Ms Irene Morgan<sup>2</sup> (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 26<sup>th</sup> APCCA (New Zealand, 2006), the 27<sup>th</sup> APCCA (Vietnam, 2007) and the 31<sup>st</sup> APCCA (Tokyo, 2011). Under the terms of the *Joint Declaration* they were offered, and accepted, a further three-year appointment in 2011.

At the 30<sup>th</sup> 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

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<sup>1</sup> The Inspector of Custodial Services for Western Australia ([www.oics.wa.gov.au](http://www.oics.wa.gov.au)) and Winthrop Professor of Law at the University of Western Australia.

<sup>2</sup> Legal Policy Advisor, Legal and Legislative Services, Western Australia Police, Australia.



the next decade. The Correctional Service of Canada prepared and distributed a survey to members which it then analysed for consideration by the Working Group. The Working Group met in Langkawi, Malaysia, in July 2011 and its findings and recommendations were considered during the 2011 Conference in Tokyo. The deliberations of both the Working Group and the Conference are recorded in the report of the 2011 APCCA Conference.<sup>3</sup>

## 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 H*) 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 the papers. 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 on the Monday. Discussions on the other Agenda Items were held in concurrent 'break out' groups on the Tuesday and the Wednesday. The facilitators of each break out group then presented a summary of the discussions and findings to the conference as a whole.

At this conference, two specialist presentations were made. The first was by Professor Koji Yoshimura from UNAFEI (the United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders) based in Fuchu, Japan.<sup>4</sup> UNAFEI has a long history of providing training programs and conducting research and the presentation provided an overview of these activities. During 2012, UNAFEI celebrated its 50<sup>th</sup> anniversary, a most significant milestone. It has played a unique and very positive role in promoting learning, collaboration and professionalism, and many senior administrators who attend APCCA conferences have benefited from its programs.

The second presentation was by Mrs Mariyani binti Abd Wahab of the Royal Brunei Police Force. She discussed the complex and challenging topic of Women and Child Abuse in Brunei Darussalam. Her presentation noted that such abuse appears to be on the increase in Brunei and in other countries. She then reflected on the need to provide support to victims, the challenges faced by women and children in making an official complaint, and the issues faced by police and prosecutors when investigating crimes and pursuing charges. This led to some discussion of the challenges which are then faced by the Prisons Department in attempting to rehabilitate offenders convicted of such crimes and the challenges faced by society in trying to repair the harm which they cause and to help the victims. The presentation provided a valuable perspective on a problem which is unfortunately being faced in every country. It provided a timely reminder of the importance of providing support to victims as well as offenders.

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<sup>3</sup> See [www.apcca.org](http://www.apcca.org)

<sup>4</sup> See [www.unafei.or.jp/english](http://www.unafei.or.jp/english)



## **Conference Report, APCCA Statistics and Country Papers**

One of the most important traditions 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.

Another very important aspect of APCCA's functions is the publication of regional statistics. The Hong Kong (China) branch of the APCCA Secretariat is responsible for circulating data request forms to members, for collating the responses, and for compiling and presenting the results. This is an invaluable and unique resource which permits some tracking of historical trends as well as access to current data on matters such as imprisonment rates. The statistical report can be found at [www.apcca.org](http://www.apcca.org)

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 also provide useful training and educational tools. 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

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The Opening Ceremony was held in the Songket Ballroom at the Rizqun International Hotel, Bandar Seri Begawan. The Guest of Honour was the Minister of Home Affairs, Pehin Udana Khatib Dato Paduka Seri Setia Ustaz Haji Awang Badaruddin bin Pengarah Dato Paduka Haji Othman. He was accompanied by the Deputy Minister of Home Affairs, Pehin Datu Lailaraja Mejar Jeneral (Retired) Dato Paduka Seri Haji Awang Halbi bin Haji Mohd Yussof, and a number of other senior officials from the Ministry of Home Affairs.

The Opening Ceremony began with the recital of 'Surah Al-Fatihah'. The APCCA Song was then played whilst the APCCA symbols were being escorted into the conference room by officers from the Brunei Prisons Department. The Brunei Prisons Department had also produced a modified version of the music for the APCCA song. This was appreciated by all delegates, especially the Malaysians who had composed the song itself.

Mr Kazuhiro Yokoyama (delegate representing Japan as the 2011 host), formally handed the APCCA symbols to Mr Haji Zainal bin Haji Ismail, Acting Director of the Brunei Prisons Department.

This was followed by welcoming speeches from Mr Haji Zainal bin Haji Ismail, Mr Kazuhiro Yokoyama and Pehin Udana Khatib Dato Paduka Seri Setia Ustaz Haji Awang Badaruddin bin Pengarah Dato Paduka Haji Othman.

### **Speech by Mr Haji Zainal bin Haji Ismail, Acting Director of the Brunei Prisons Department**

Bismillah irrahman nirrahim

The Honorable Pehin Udana Khatib Dato Paduka Seri Setia Ustaz Haji Awang Badaruddin bin Pengarah Dato Paduka Haji Othman, the Minister of Home Affairs, Brunei Darussalam.

Yang Dimuliakan Pehin Datu Lailaraja Mejar Jeneral (Bersara) Dato Paduka Seri Haji Awang Halbi bin Haji Mohd Yussof, the Deputy Minister of Home Affairs, Brunei Darussalam.

Professor Neil Morgan and Irene Morgan, Rapporteurs for the 32<sup>nd</sup> APCCA.

Head of Delegations, Distinguished Guests including senior government officials from the Ministry of Home Affairs and the law enforcement agencies of Brunei Darussalam.

Fellow Correctional Administrators from all nations of Asia Pacific region, Media representatives, respected guests.

Ladies and gentlemen.

Assalamulaikum Waramatullahi Warabakatuh





Salam Sejahtera and Good Morning

In this year's conference, we are pleased to welcome 21 countries from the Asia Pacific region, attending with more than 130 participants here in the Songket Ballroom of the Rizqun International Hotel. We also have here with us, non-governmental organizations such as from the United Nations of Far East Institute on for the Prevention of Crime and the Treatment of Offenders and many more. As such, in this year's gathering, we have a wide collection of cultures, knowledge and practices with regards to administering the prisons and rehabilitation of inmates.

The Brunei Prisons Department is deeply honoured to host the Conference for the first time in Brunei Darussalam after having first attended in 1985. Since its first meeting in 1980, the APCCA has become a much respected annual event for facilitating the exchange of ideas, technology, and best practices in the profession of corrections among its growing member community.

Throughout this Conference, we hope to keep you engaged in proactive and fruitful exchanges and share the necessary vision, knowledge and experience towards the betterment of corrections in each respective jurisdiction. We, the Organising Committee, look forward to being part of the invaluable contribution from each and every member country of the APCCA in making this Conference a success.

On this note, I would like to convey my gratitude to Professor Neil Morgan and Irene Morgan for their patience and support in making this conference a success for us.

Lastly, please take this opportunity to renew old friendships from across the APCCA family and to make new ones, while discovering Bandar Seri Begawan, our nation's capital and with the chance to explore Brunei Darussalam further, for those who wish to.

Wabillahitaufig Walhidayah Wassalamulaikum Warahmatullahi Wabarakatuh

**Speech by Mr Kazuhiro Yokoyama, Superintendent of Tokyo Regional  
Correction Headquarters, Correction Bureau,  
Ministry of Justice, Japan (2011 host)**

Mr Haji Zainal bin Haji Ismail, the representative of Brunei Darussalam; Professor and Mrs Morgan, the Conference Rapporteurs; the distinguished delegates from Asian and Pacific countries; and ladies and gentlemen, it is my great honour to attend the Opening Ceremony of APCCA 2012. I am Kazuhiro Yokoyama, Superintendent of Tokyo Regional Correction Headquarters. As a delegate from the previous host country, I would like to extend my heartfelt greeting to you.

It was right after the Great East Japan Earthquake when we started the preparation for the Conference last year. Thanks to your warm supports and encouragements, we had carried out our mission. On behalf of the Japanese Correction Officers, I would like to express my sincere gratitude for your kind assistance.



Taking this opportunity, I would like to offer the Brunei Prisons Department my hearty congratulations on this successful opening of the 32<sup>nd</sup> APCCA. The Conference theme of this year is “*Caring and Meaningful Rehabilitation*”, which is indeed a significant view point for enhancing rehabilitation of offenders. This must be a precious opportunity for us to participate in the conference meetings and activities under this theme. I hope that you will have a fulfilling week and enjoy your friendly relationships with each other. I believe that after this Conference, our ties will be more tight and deepened.

Staff of Brunei Darussalam, the rapporteurs, and the secretariat countries, Hong Kong and Singapore, on behalf of all the participants, I would like to thank you for your earnest efforts to prepare for APCCA 2012. Now, with my genuine pray for the success of the Conference and the happiness of each one of you, I am going to hand over the APCCA symbols to the representative of Brunei Darussalam.

**Speech by The Honourable Pehin Udana Khatib Dato Paduka Seri Setia Ustaz  
Haji Awang Badaruddin bin Pengarah Dato Paduka Haji Othman,  
Minister of Home Affairs, Brunei Darussalam**

Bismillah irrahman nirrahim

Yang Dimuliakan Pehin Datu Lailaraja Mejar Jeneral (Bersara) Dato Paduka Seri Haji Awang Halbi bin Haji Mohd Yussof, the Deputy Minister of Home Affairs, Brunei Darussalam.

Yang Mulia, Haji Zainal bin Haji Ismail, the Acting Director of Prisons, Chairperson of the 32<sup>nd</sup> Asian and Pacific Conference for Correctional Administrators,

Professor Neil Morgan and Irene Morgan, Rapporteurs for the 32<sup>nd</sup> APCCA,

Head of Delegations, Senior Government officials,

Respected delegates and guests, Media representatives,

Ladies and gentlemen.

Assalamulaikum Waramatullahi Warabakatuh  
Salam Sejahtera and Good Morning

First of all, allow me to extend a very warm welcome to all participants of the 32<sup>nd</sup> APCCA. I have been informed that around 137 participants have gathered here today from 21 countries.

Your gathering today reflects your strong commitment in carrying out rehabilitation.

The theme for this year’s conference is “*Caring and Meaningful Rehabilitation*”. This theme appropriately reflects the noble intentions and aspirations of correctional officers and professionals, where you look to assess and transform the way we operate to continuously



improve our ability, as a trusted and respected correctional institution to treat, rehabilitate and reintegrate offenders during and after their incarceration.

The ultimate goal is simply to help build a stronger and healthier society through guidance and redemption of those who have made bad choices that have landed them in prison but still deserve to be treated as human beings. And that means making sure that they are given the rehabilitation, training and education that will allow them to make better choices when they leave the prison and at the same time allowing them to re-integrate into the society.

You are responsible to provide guidance and proper services. Several services that have been or can be implemented are as such:

1. Academic Education - where inmates have wide ranging academic needs as their counterparts on the outside to expand their knowledge and skills from functional non-reader and the developmentally disabled.
2. Vocational Education – which will provide job training that prepares inmates with the know-hows and training for today's workplaces.
3. Life Skills Education – which emphasises the importance of social responsibility and concentration on parenting and family dynamics.
4. Religious Programmes – where the programmes focus on the principle, ideology needed to practice principles, life changing values, attitude and behaviour.
5. Support Groups – where the programme focuses on voluntarism and involves community and charity works.
6. Social Programme – with emphasis on recreation and sports activities. This is to develop positive relationship with others and strengthen their interpersonal skills while nurturing talents and skills.

Please allow me to share an old English proverb that goes *"A burden shared is a burden lessened"*. This phrase describes, in essence, the virtues of common effort towards addressing challenges as a united community. The core philosophy of the APCCA is reflected in this phrase as demonstrated here in the gathering of the best correctional representatives from the Asian Pacific nations in this year's conference.

Ladies and gentlemen,

As you embark on a five-day conference that will delve into five main topics of discussion with the wealth of knowledge to be shared between all delegates, we also hope that you will find time to enjoy the hospitality and the tranquillity of our country, Brunei Darussalam. We welcome you to our Abode of Peace and I wish you all a successful conference ahead.

With the kalimah, "Bismillah irahman nirrahim", I declare the 32<sup>nd</sup> Asian and Pacific Conference for Correctional Administrators for 2012 officially opened.



## AGENDA ITEM 1:

### CHALLENGES AND INITIATIVES IN CORRECTIONS

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#### 1. INTRODUCTION

The first agenda item, held in full plenary session, is general in focus. It plays a very important role in APCCA proceedings and history. First, it offers all countries, however large or small, equal standing to share information about the general challenges they face and the initiatives they have adopted to address those challenges. Secondly, by keeping to a similar approach from year to year the topic ensures continuity in the APCCA knowledge base. Thirdly, the session allows new delegates to quickly understand the issues faced by their colleagues in the region. Finally, it contributes to cross-jurisdictional and long term understanding of trends and issues across the region.

From 1997 to 2010, the first agenda item at APCCA conferences was entitled '*National Reports on Contemporary Issues in Corrections*'. However, to encourage delegates to showcase initiatives which might not come up during the other agenda topics, the title was changed in 2011 to '*Challenges and Initiatives in Corrections*'. The intent of APCCA members was that the main written papers would continue to address a broad set of issues but that the actual presentations would focus on one or two key challenges and initiatives.

The national reports on this agenda item always reveal a wide range of issues. These 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, and the Solomon Islands). Some APCCA members, including Hong Kong (China), Macao (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 enormous religious, cultural and political diversity, and different countries are at very different stages of economic development. Every year, the United Nations produces a list of countries based on its 'Human Development Index'. Papua New Guinea noted that it sits at 153 out of 187 countries on this list. On the other hand, the list shows eight APCCA members in the top 30 on this list (Brunei, Singapore, Hong Kong (China), Korea, Canada, Japan, New Zealand and Australia).<sup>5</sup>

Despite this diversity, correctional administrators face many common themes as well as some matters which are more specific to themselves. The following discussion also demonstrates that sharing and learning through forums such as APCCA is a powerful influence on improving correctional services.

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<sup>5</sup> See <http://hdr.undp.org/en/statistics/>. It must be recognised that the 'Human Development Index' takes account only of selected socio-economic and political measures.



It is impossible to cover every issue raised in the papers and presentations. In total, they run to several hundred pages and provide a rich source of detailed information. This thematic overview draws on both the presentations and the written papers and consists of three main sections:-

- (i) the general context of corrections (including the impact of external factors);
- (ii) an analysis of the main principles underlying the reforms which are taking place across the region; and
- (iii) a summary of some key pressure points and policy initiatives in the various jurisdictions. Readers can consult the individual papers for more detail.

## 2. CONTEXT AND THE IMPACT OF EXTERNAL FACTORS

Prisons are 'closed environments' but they do not operate in isolation from the rest of society. They are directly affected by the general socio-economic and political climate of the society, and 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 and the threat of terrorism remains ever present. Unfortunately, natural disasters also appear to be on the rise.

### (a) Natural disasters, environmental issues and climate change

The 2011 APCCA conference held in Tokyo came within 12 months of a devastating earthquake and tsunami in East Japan and a massive earthquake in Christchurch, New Zealand. The report of the 2011 conference stated:

'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. Delegates were very moved and impressed by the information they heard from Japan and other countries.'

During the 2012 conference, delegates again heard stories of correctional services departments having to cope with natural disasters but also offering support to community rebuilding. In 2011, Thailand experienced 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 Fiji and Kiribati said, remain extremely vulnerable to natural hazards.

### **(b) Globalisation, Economic Development and Political Stability**

In some countries, the processes of economic development and urbanisation are creating stresses. China and India have probably experienced the most rapid and dramatic changes in the world. Combined with the massive diversity of their national populations and mass migration from rural to urban areas, this has created many challenges for the justice system and for corrections services.

Globalisation, the Internet and modern forms of communication and ‘networking’ mean that crime can increasingly cross jurisdictional boundaries. This has implications for correctional services who need to accommodate increasing numbers of foreign national prisoners. A more unified approach to tackling such problems is required, and this will require the collaboration of national governments.

A number of examples were given at the conference of the problems which can be generated for correctional services. For example, Australia has seen a growing number of asylum seekers arriving by boat. They originate mainly from middle eastern countries and Sri Lanka and usually arrive in Australian waters from Indonesia, on boats crewed by Indonesian fishermen. After being taken ashore, asylum seekers are housed in immigration detention facilities or other accommodation pending processing, not in prisons. However, the adult crew members on boats are prosecuted. This has generated many problems, including the requirement to house Indonesian nationals in already-crowded prisons and in the detention of some minors - mistakenly believed to be adults - in adult prisons.

Similarly, 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.

It is pleasing to report that, compared with ten years ago, fewer parts of the region report serious political unrest. The Solomon Islands provides a good example of successful rebuilding. With foreign assistance, it has built up local capacity so there is now far less reliance on foreign aid and Solomon Islanders themselves are 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.



### 3. PRINCIPLES UNDERLYING REFORMS

One of the most important matters which countries discuss during this agenda item is the 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) Philosophy: 'caring and meaningful rehabilitation', not just incarceration

Brunei chose a most appropriate guiding theme for the 2012 conference: '*Caring and Meaningful Rehabilitation*'. This theme reflects the basic philosophy shared by all APCCA members. Prisons are no longer places where people are simply locked away from society: security, safety and control remain essential elements of any prison system but the ultimate goals are rehabilitation and reintegration.

The conference theme also sends the important message that rehabilitative measures will only work if they are 'meaningful'. In other words, they must be meaningful not only to the offender but also to people who work in corrections and to the wider community. To be meaningful, rehabilitation must focus on what Brunei called 'moral improvement' and be genuinely relevant to the 'real world'. Key elements include promoting a work ethic and work skills relevant to the particular community and culture in which the person will live on release. The focus of most of the country papers was very much on these issues (see below).

Reflecting this philosophy, it is also now recognised that 'community corrections' as well as prison based initiatives play an important role. Consequently, there is a growing interest in strategies for supporting and monitoring prisoners on their re-entry to the community and in sentences based on community supervision rather than imprisonment.

#### (b) Advances in technology: benefits and risks

There is wide regional variation in the use of technology. Some countries have opted to move towards very advanced technology, such as security cameras, infra-red technology, iris scanning for identification purposes, and GPS tracking devices. Others, especially the Pacific Island nations and less developed countries, have made more limited investments in such technology to date.

Importantly, if used appropriately and in the right environment, modern technology offers a number of benefits in addition to improved security, safety and control. It allows staff to be freed up from some of their traditional 'turnkey' roles and to develop more positive interactions with prisoners. Ultimately, more positive staff/inmate engagement helps not only with security but also with rehabilitation.



On the other hand, particularly in small countries and in small prisons, the upfront costs of procurement and installation and issues of maintenance make some forms of technology both less necessary and less viable.

### **(c) Benchmarking and international standards**

Globalisation and active engagement in organisations such as APCCA have all contributed to correctional services across the region becoming more outward looking and less insular. As a result, the annual country papers and conference discussions are placing more and more emphasis than ten years ago on 'international standards' and 'international best practice'.

It must be emphasised that concern about and knowledge of United Nations standards now extends right across the region: it is not limited to those countries who are regular signatories to United Nations conventions. Importantly, too, the interest in international benchmarks is increasingly evident 'on the ground' not just in the papers and presentations. When APCCA members visit prisons during the annual conferences, as was the case during this conference in Brunei, they are able to see for themselves some of the results of this focus.

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 to APCCA are probably the Bangkok Rules of 2010 (the *United Nations Standard Minimum Rules for the Treatment of Female Prisoners and Non-custodial Measures for Women Offenders*) which were pioneered and drafted by Thailand.

### **(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 - prisoners as well as staff and management – have rights and responsibilities and must be responsible and accountable.

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.

During the 2012 conference, delegates heard a powerful presentation from a representative



of the Royal Brunei Police on the issue of sexual abuse, especially within families and against children. She emphasised that this is a key national priority in terms of prevention, enforcement and rehabilitation.

#### (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 'inspectories', 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.<sup>6</sup>

### 4. PRESSURE POINTS AND POLICY INITIATIVES

Reflecting the factors set out above, delegates from the 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.

**Brunei's** total population has been expanding rapidly and this has required whole of government planning and coordination. The Prisons Department has two main focus areas. The first is 'protection'; in other words, 'securing public safety by detaining and guarding inmates in appropriate facilities. The second is 'reformation and rehabilitation' through programs targeting repentance, knowledge-seeking and moral improvement so prisoners return to society as useful, knowledgeable and law abiding citizens'. Specific areas identified for improvement include: enhanced security and safety, improved rehabilitation, and greater public awareness and engagement in aftercare and reintegration. It has been recognised that some degree of organisational restructuring will be required to achieve these goals. Another important initiative is the proposed *Mental Health Care Order*. Currently under discussion, this would lead to the establishment of a dedicated secure mental health facility and better support in the community for offenders with serious mental health conditions. Energy conservation has also been identified as a high priority.

Delegates to the conference were privileged to learn about these initiatives and to gain a better understanding of Brunei's approach to issues which affect all correctional services.

**Canada** was unable to attend the conference but did prepare a paper. The Correctional Service of Canada (CSC) has responsibility for offenders sentenced to two years' imprisonment or more. In 2011, the conference report noted that the CSC was pursuing a '*Transformation Agenda*' with an overriding focus on public safety. The paper prepared for

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<sup>6</sup> 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 28<sup>th</sup> Asian and Pacific Conference of Correctional Administrators*.



this conference outlined major legislative changes that had occurred in 2012 to give effect to this new direction. Key features include: increased penalties for sexual offences against children and serious drug offences; 'the protection of the community' is now the paramount consideration for corrections; a stronger focus on mental health issues; an emphasis on offenders' responsibility and accountability; improved incentive schemes for prisoners; a more targeted approach to reintegration and skilling up offenders for release; and the introduction of electronic monitoring.

**China** has over 1.6 million prisoners in more than 680 prisons. It has been progressively revising its prison laws and policies in order to achieve 'standardised operations' across such a vast and diverse system. One of the focus points has been on improving education and training programs leading to qualifications recognised in the wider community. China reported that this has achieved positive results, with recidivism rates dropping. 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. However, the paper emphasised that it is important to keep improving on laws and practices. Areas identified for further improvement with respect to prisoners include improving the range and quality of rehabilitation programs. Areas for further improvement for staff include enhancing their skills and professionalism and team building.

**Hong Kong (China)** has continued to develop wide ranging strategies to enhance offender rehabilitation. The strength of the Hong Kong (China) economy has assisted the Correctional Services Department (CSD) in obtaining increased resources over recent years. As a result, a substantial program of prison building and upgrading has taken place, underpinned by three core concepts: '*Caring for people, Caring for environment, Caring for community*'. The presentation to the conference discussed two general priorities within this framework: better vocational training for persons in custody and continuing to build community support and engagement for the rehabilitation of offenders. Overall, a key goal is to ensure that prisoners are equipped with skills which are genuinely market-oriented and that they are able to obtain employment and support on release. Other priority areas include knowledge management system, services to women prisoners, and international/regional collaboration. The CSD continues to work hard to promote community engagement in order to gain support for its goals, to provide services into the prisons, and to provide post-release employment and other support.

**Macao (China)** has undergone rapid change with a massive recent growth in gaming tourism and associated entertainment. This has created a complicated social environment with increased opportunities for illegal activities. Although the crime rate had remained relatively stable for a number of years there are signs of a recent increase. 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. The existing Macao prison is overcrowded and quite old. It is therefore being expanded and renovated. Construction of a new prison commenced in 2010. Drug offenders remain an area of particular concern and in 2010 the DSR introduced a new treatment program which involves it working closely with the judiciary as well as the prison.

**Fiji** has completely overhauled its legislation, with a new *Corrections Act* which came into





force in June 2008. This Act embeds a focus on rehabilitation and reintegration and aims to encourage a sense of self-respect and personal responsibility on the part of prisoners. It also aims to improve transparency, accountability and ethical behaviour. The central government has set some challenging targets for the Fiji Corrections Service, including a 25% reduction in recidivism by 2014. Two of the main difficulties in meeting this target are prison overcrowding and the need to change community perceptions of offenders. At present, overcrowding does not allow sufficient separation of different groups of prisoners and affects access to services. The construction of new remand prison in Suva should assist with some of these problems. Fiji has also adopted its own version of the Singapore Yellow Ribbon program and this is showing promising signs.

**India** is a vast and complex country with a vast and complex prison system. One of the key challenges is uniformity because while the governing legislation is national, different states have the responsibility for prison administration. The national government has developed new legislation and is using a range of strategies, including financial incentives, to promote greater uniformity in administration and standards. This drive has partly been driven by the increasing engagement of the courts and the national Human Rights Commission in prison issues. Much of the system is overcrowded, especially with unsentenced prisoners (around two thirds of the national prison population). Measures to address overcrowding include a massive prison building and renovation program (125 new jails across the country); better access to legal aid support; more resources for the courts; better use of technology to expedite court processes; release if there has been inordinate delay; plea bargaining; and the expansion of alternatives to imprisonment.

India is the host of the 2013 APCCA conference and delegates will be keen to see and learn more first-hand about these initiatives and innovations. Given the focus on rehabilitation and reintegration, delegates were especially interested in the operation in India of open prisons (see also Agenda Item 4).

**Indonesia** has been attempting to build up its prison system so that it has a stronger focus on human rights whilst maintaining control, security and safety. However, the changing profile of prisoners is creating a number of challenges. In particular, there are now more prisoners convicted of terrorism offences, serious drug offences and corruption. Each of these groups tends to have 'networks' and money. This poses specific problems in terms of security, contact with others and the development of treatment programs. It is very difficult to deal with such issues when prisons are generally overcrowded. Strategies adopted for terrorists include mentoring programs for prisoners who misunderstand concepts such as 'jihad', anti-radicalisation programs, and the segregation and strict monitoring of high risk offenders.

**Japan** has undertaken comprehensive reforms over recent years following a number of incidents and reviews. In 2003, the Correctional Administration Reform Council issued a landmark 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 improved conditions for staff. In 2006, another report drew attention to the problem of unsentenced prisoners. To give effect to the intent of these reviews, a revision of relevant legislation was completed in 2007. Implementation and fine-tuning are ongoing. One of the main challenges in Japan is the rapid growth in the number of older prisoners, some of whom persistently re-offend on release and then return to



prison. A number of initiatives are being undertaken to improve re-entry services through better linkages between the Correction Bureau, the probation service and NGO's. Private Finance Initiative ('PFI') facilities continue to work with government prisons to provide rehabilitation opportunities.

**Kiribati** has a small population and only a small number of prisoners (around 100). A new women's prison is being built but plans for a new male prison are still in the pipeline. There is a need to update corrections legislation, which still dates back to colonial times. However, there still some important initiatives, especially relating to programs to address issues of alcohol abuse. Kiribati's presentation to the conference focused mainly on the issue of reforming the laws governing children in conflict with the law. Kiribati, with support from UNICEF, is undertaking a comprehensive review of juvenile justice based on the requirements of international standards (such as the United Nations Convention on the Rights of the Child) as well as best practices across the region. A working group including government and non-government agencies, has been established and consultations are underway.

**Korea's** economy has been good and prisoner numbers have dropped since 2007. The Korea Correctional Service has been rolling out measures to improve correctional services for more than a decade. Major initiatives are underway to achieve cultural change and diversification and to reflect the fact that inmates are 'no longer just the target of punishment, but need protection and healing'. Given the influx of a large number of new, younger officers, the Service must 'transform itself from a hierarchical organisation to an open and creative atmosphere which allows effective communication.' One of the most striking and positive features of developments in Korea is the establishment of special facilities to target particular needs. In 2010, a correctional facility opened for foreign nationals; in 2011, a psychological treatment centre opened in an existing prison for sex offenders; and in 2012 a small rehabilitation centre was opened for prisoners with disabilities.

**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). Between July 2008 and the end of August 2012, over 4,500 prisoners were released on parole and success rates are reportedly very good (over 95%). Since 2010, the Prison Department has also administered the Compulsory Attendance Order, under which offenders who might otherwise have been imprisoned are required to undertake community work. The Malaysian government has invested in four new prisons to improve rehabilitation and eliminate overcrowding. However, in June 2011 it required departments to freeze recruitment. This is presenting some major challenges to the Prison Department.

**Mongolia's** General Executive Agency of Court Decision has made great progress with the prison system. In the late 1990's, when Mongolia first attended APCCA, 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 numerous new facilities constructed. It has also been recognised that good staff are the key: new training programs have been developed and staff are provided with housing and other benefits. One of the main current priorities is to improve the security classification system so that low risk prisoners will be able to be placed at open prisons and to gain employment with outside companies to prepare for release.

**New Zealand's** Department of Corrections published a new strategic plan in 2011 called '*Creating Lasting Change 2011-2015*' with four priorities: public safety, reducing re-offending, better public value and leadership. Implementation has required policy and process improvements across all business areas, both prisons and community corrections. The overall aim is to reduce the extent and severity of offending, especially amongst Maori people, and the government has committed to reducing reoffending by 25% by 2017 and overall crime rates by 15%. Corrections' engagement with other agencies and robust evaluations are regarded as key components to success. The new strategic plan has also forced the Department to undertake rigorous expenditure reviews. The private and non-government sectors are increasingly involved in service delivery. Partnerships with NGO's and community based service providers are seen as an essential and cost-effective approach. A private company now operates a prison in Auckland which was previously run by the public sector and a new Public Private Partnership prison, to be run under contract by the same company, will open in 2015.

**Papua New Guinea** is a country in transition but 'the transition from a rudimentary culture to a formal westernised culture is a long gradual process' and it is not easy to work with both modern laws and traditional laws governing issues of land ownership, culture and tradition. The general aim of the government is to empower the people. The prison system has been undergoing major redevelopment since 1997, with some new prisons opened and others still to come online. Key aims of the PNG prison service include: better education, training and rehabilitation for prisoners; organisational culture; and improving coordination, efficiencies and performance.

**Philippines'** correctional system is a shared responsibility involving both federal and provincial departments. At the federal level, the Bureau of Corrections ('Bucor') has replaced the old 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, increasing staffing levels and reducing recidivism. Bucor's vision is to 'protect the public and prevent crimes by providing opportunities for reformation, a decent environment and a secure setting in accordance with international standards. In terms of prisoners, the main focus points are moral and spiritual development; education and vocational training in relevant work skills; life-skills training; and connecting prisoners with community based social welfare organisations to assist them on release.

**Singapore** has reoriented its system towards improving rehabilitation and reintegration outcomes whilst maintaining a firm focus on discipline. Importantly, there is evidence of positive results: recidivism rates have dropped significantly from 2000 to 2009 and the rate of imprisonment has dropped too. This has resulted in improved public safety and in the costs of imprisonment being pegged. These positive results reflect the fact that a holistic



Singapore-appropriate model was conceptualised, adopted and sustained (with improvements being made as issues were identified). Elements of the strategy include continuity of focus; building up the culture and public image of staff; clear leadership and leadership development programs; improved inmate management processes; better treatment programs; and strong practical support for ex-prisoners on release. Improved throughcare, especially for high risk prisoners, is now the priority and a new Mandatory Aftercare Scheme is being introduced. This scheme will ensure that high risk prisoners are both monitored and supported on release (see Agenda Item 4 below).

**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 Services Department of the Solomon Islands (CSSI) 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. Although much has been achieved, CSSI recognises that 'the best form of long term protection for the community results from the timely, safe and well-managed release of prisoners to service the balance of their sentence in the community under appropriate supervision.' This presents many difficulties in a country consisting of scattered small islands and CSSI is therefore investing resources to explore optimal models for community supervision.

**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. Thai prisons continue to house large numbers of drug offenders and the advent of new technology such as mobile phones has added to the difficulty of managing such prisoners in a safe and secure way.

**Vietnam** has been in the process of revising its laws over many years. On 1 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. The completion of this legal framework has resulted in the General Department for Criminal Sentence Execution and Judicial Support being able to upgrade prison buildings and improve to staff recruitment and training. A number of challenges remain, including a growing number of foreign national prisoners and prisoners with HIV/AIDS and Hepatitis. Prisons are also aiming to improve the quality of family contact.

**Australia** is a vast continent with a scattered population. Correctional policy and legislation is primarily the responsibility of six States and two Territories and each faces some specific economic, political and other pressures. However, there are many common policy and legislation challenges. The single most significant problem is the gross over-representation of Aboriginal Australians in prison and on community corrections based orders. The reasons



are complex and include the impact of colonisation, alcohol and social disadvantage. 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. Other areas of interest include high risk offenders and the use of technology such as 'Skype' and GPS tracking devices.

## **5. CONCLUSION: TOWARDS CARING AND MEANINGFUL REHABILITATION**

The conference theme, '*Caring and Meaningful Rehabilitation*' was strongly reflected in all the papers and presentations to this conference. 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 rehabilitative frameworks are in place. This is a very significant achievement and a marked advance on the situation ten years ago. It augurs well for the future.

The main challenge across the region is to reduce recidivism rates. In recognition of the fact that prisons are no longer merely places to 'store' criminals, but are places which must prepare people for release, some countries (including New Zealand and Malaysia) have set specific targets. And although challenging targets have been set, additional funds will not necessarily be forthcoming. This means that the focus will have to be on 'doing more with less'.

The papers showed a strong and clear recognition that 'standards', accountability and transparency are critical to the success of corrections. They also demonstrate that success in corrections is most likely when there is a clear plan and sense of direction. To this end, good leadership is essential. Staff and management must also be properly trained in understanding the requirements of them and must be provided with the skills required to work in a dynamic human environment.

The other theme which is emerging more strongly each year is the need to develop various forms of 'community based corrections' to keep some offenders out of prison and to ensure adequate monitoring and support of ex-prisoners on release.





## **AGENDA ITEM 2:**

### **SHARING AND ADAPTABILITY OF BEST PRACTICES IN CORRECTIONAL ADMINISTRATION, INCLUDING EXECUTIVE-LEVEL TRAINING AND SUCCESSION PLANNING**

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#### **1. INTRODUCTION**

The focus of this agenda item was the administration and management of correctional services departments rather than the actual running of prisons themselves.

Delegates to the 2011 APCCA conference in Tokyo had identified executive level training and succession planning as two high priorities. It was also considered that because APCCA brings together senior administrators from the whole region, it presented a unique opportunity for information sharing and for promoting further potential collaborations. In preparing their papers, delegates aimed to share current practices with a view to considering current practices and areas of concern. During the session, Powerpoint presentations were delivered by Brunei, Hong Kong (China), India and Singapore.

#### **2. EXECUTIVE-LEVEL TRAINING**

Corrections is a highly specialised area. One of the challenges is to ensure that the individuals who hold senior executive level positions have the right skills and also that there is the correct spread of different skills across management teams as a whole.

Some executive level positions may require the knowledge and skills of a person who is experienced in the business of actually running a prison. Normally, such people have 'come up through the ranks' in the prison service. However, many executive roles require quite different skills such as experience in strategic planning, financial management, people management, legislation, and high level analytical and policy development skills. Officers who have come up through the ranks may not have such skills or experience. Consequently, these skills must either be developed in staff who are already working in corrections or be brought in by recruiting people from outside the agency itself. Similarly, if people are recruited from outside the agency, it will be necessary to ensure they are 'skilled up' in core aspects of correctional philosophy and practice.

The papers and presentations generally described the structure of the senior executive team before examining the opportunities and programs open to people who already work in corrections to develop new skills and to progress to senior executive positions. It became clear that systems need to be developed to identify and nurture talent. In addition to programs offered internally in corrective services departments, universities and other external service providers play an important role. Many jurisdictions provide scholarships or other forms of assistance for suitable staff to undertake programs overseas.

##### **(a) Brunei**



The Brunei Prisons Department has about 600 prison staff and is headed by a Director. Since it was established 56 years ago, the Brunei Prisons Department has had nine Directors who have been recruited from the Police Force, Anti-Corruption Bureau and from the Prison Department itself. Senior executives generally have high qualifications and experience or knowledge about the penal system, legislation, rehabilitation and treatment of prisoners.

The senior executive team of the department is divided into two key areas, namely, management and operations. The management team fulfils the administrative and executive functions of the department. Officers holding the rank of prison superintendent or above are the head of the institution and management. It is the policy of the department that all managers are assigned and transferred to various positions in the department or in the institution, in order to develop their skills and experience in a variety of areas. Job promotions are given to those who have excelled in their jobs or have demonstrated their abilities in prison management and operations.

The department employs suitable candidates who must have a diploma or degree in a relevant discipline. Generally, new prison staff undergo a six-month training in foot drill, self defence, emergency and riot drill, and prison law at the local prison training centre. However, civilian staff, such as prison counsellors, instructors and clerks, are recruited by the Civil Services Department.

Senior staff attend management training at the local Civil Training Institute which provides training to all government officers. Executive level training includes areas such as strategic, financial, people management and policy development. In order to maximise the potential of each government officer, the Civil Training Institute ensures that the officers from each Government department attend 100 hours of training each year.

The Brunei Prison Department encourages its staff to further their studies, locally and overseas, by offering full Government scholarships. As a result, many of its officers have university qualifications from Australia, Malaysia and the United Kingdom in criminology, counseling, engineering and computing.

#### **(b) Hong Kong (China)**

The Correctional Services Department (CSD) of Hong Kong (China) has over 6,680 staff (disciplined and civilian) and is headed by the Commissioner. The Commissioner is assisted by:-

- ✧ A Deputy Commissioner
- ✧ four Assistant Commissioners in Operations, Human Resources, Rehabilitation and Quality Assurance;
- ✧ a Civil Secretary
- ✧ a General Manager of Industry and Vocational Training
- ✧ two Chief Superintendents

The *Senior Executive Team* consists of a number of senior officers holding the rank of Senior Superintendent to Superintendent and Chief Officer. In addition, there is a *Senior Management Team* consisting of middle managers, Principal Officers and Officers in charge



of about 5,000 frontline disciplined staff in the rank of Assistant Officer (Levels I and II) and 660 civilian support staff.

It is interesting to note that the majority of CSD's senior executives and management staff are recruited through internal promotion from their entry as an Officer, rather than from external candidates. The rationale is that senior executives are required to have a comprehensive understanding of the operations of CSD and practical experience regarding the management of penal institutions. This practicable and effective approach recognises that invaluable experience and knowledge can only be acquired by a person who has had years of 'hands on' experience in all levels within a correctional environment. The only exception is the position of Civil Secretary, who is appointed and deployed by the Civil Service Bureau of the Hong Kong (SAR) Government.

Various training packages and programs are offered to provide all staff with the necessary knowledge and skills to give them the opportunity to embark upon senior executive positions. Similarly, development programs are available to senior executives for advancement to higher levels.

The development for senior executives are structured in four key areas:-

- ✧ Strategic Planning
- ✧ Executive Knowledge and Skills
- ✧ Managerial Experience
- ✧ Broadening of Horizons

(i) *Strategic Planning*

Strategic Planning covers the following components:-

- An annual *Directorate Workshop* is held to establish CSD's policy goal which keeps pace with changes in the country, global development in corrections and community expectation.
- *Policy Seminar* is held to effectively communicate the established policy goal to senior executives to ensure CSD's ongoing endeavours for continuous improvement. The seminar allows the heads and deputy heads of correctional facilities to exchange views on new initiatives, gain insights, to provide inputs and to identify strategies that meet new challenges or threats that emerge from changes to the socio-political environment. Importantly, proactive involvement in the discussions enhances the personal development of these senior executives and broadens their knowledge.
- *Presentations to the Directorate* are delivered by senior executives at the rank of Superintendent and Senior Superintendent on a regular basis, regarding operational matters and new initiatives.

(ii) *Executive Knowledge and Skills*

Senior officers at CSD also attend *Development Training* organised by the Staff Training Institute of CSD, Civil Service Training and Development Institute of the Hong Kong (SAR) Government, and by local, mainland and overseas tertiary institutions.



Some examples of *Development Training* include Chief Investigator Course, Advanced Leadership Enhancement Program, National Studies Courses<sup>7</sup>, Crisis Management Courses<sup>8</sup>, and the Attachment Training Program.<sup>9</sup>

A 16-day *Senior Command Course* is offered to Superintendents which covers topics such as China Studies, Public Issues and Administration in Hong Kong (SAR), Management Studies, Operational Training and Observational Visits.

(iii) *Managerial Experience*

In order to gain managerial and executive experience, senior executives are appointed to lead and participate in committees for executives, organising departmental events, specific task groups or thematic projects to improve CSD's service delivery.

For example, senior executives participate in the departmental Ethics Committee which was established in 2007 to launch the government's '*Programme on Ethical Leadership*' and to promote ethical leadership and integrity management at Departmental level. This Committee has enabled senior executives to put into practice CSD's efforts in promoting senior executives to adopt a healthy balanced lifestyle between work and leisure, including involvement in sporting clubs and voluntary organisations. This has developed senior executives to be good citizens with strong ethical culture, and administrative, leadership and organisational skills to assist staff at all ranks. In addition, an integrated ethical management strategy called '*Total Ethics Assurance Management*' which adopts a 'team-spirit' model was introduced to further emphasise 'integrity' as a core value in all aspects of CSD.

(iv) *Broadening of Horizons*

To broaden their experience and knowledge, senior executives are given opportunities to attend and participate in international conferences (such as APCCA, International Corrections and Prisons Association, Association of Paroling Authorities International and Beijing-Guangdong-Hong Kong-Macao Prison Forum) and to visit correctional services overseas.

(c) **Singapore**

The presentation focused on the Singapore Prison Service's (SPS) *Leadership Development System* which contains a *Leadership Competency Model*, a *Leadership Development Roadmap* and tools that identify gaps, and develops potential officers along a pathway which instills leadership values and attributes desired by the organisation.

The *Leadership Development System* stems from the SPS's Mission<sup>10</sup> and Vision<sup>11</sup> statement and serves to align each officer's daily actions by focusing on organisational learning, innovation and workforce success.

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<sup>7</sup> Offered at the Peking University and Tsinghua University.

<sup>8</sup> Offered by the Correctional Service of Canada.

<sup>9</sup> Offered by the National Offender Management Service of the United Kingdom.



The senior management in the Singapore Prison Service (SPS) is the *Directorate* which consists of 14 senior officers with 20 years' experience in the civil service, in charge of uniformed and civilian staff. These senior officers have progressed through the ranks in SPS and other government agencies to hold senior command positions. The *Directorate* and the *Leadership Group* (consisting of senior staff who hold managerial positions in charge of a branch of the organisation) 'collectively embodies the attributes and characteristics of good leadership and channels these qualities into the development of the ideal prison officer through the *Leadership Competency Model* and the *Leadership Development Roadmap*.'

As the quality of leadership in each prison officer plays a critical role to the attainment of SPS's Mission and Vision statement, the making of a prison officer is shaped by the *Leadership Competency Model* and the *Leadership Development Roadmap*.

(i) *Leadership Competency Model*

The *Leadership Competency Model* contains seven leadership competencies ('MV SUBLIME'):-

- Shape the future
- UnlOCK potential
- Build bridges
- Leverage capability
- Inculcate nimbleness
- Master self
- Endeavour to excel

In essence, the *Leadership Competency Model*:-

- provides the behaviours to nurture, encourage and develop in the officers; and
- provides tools and indicators which guide the coaching of staff to develop leaders that will exhibit the MV SUBLIME qualities. For example, annual *Staff Appraisal Reports* are conducted to assess an officer's performance at his/her current level of appointment and potential for promotion.

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<sup>10</sup> SPS's Mission: *As a key partner in Criminal Justice, we protect society through the safe custody and rehabilitation of offenders, cooperating in prevention and aftercare.*

<sup>11</sup> SPS's Vision: *We aspire to be Captains in the lives of offenders committed to our custody. We will be instrumental in steering them towards being responsible citizens, with the help of their families and the community. We will thus build a secure and exemplary prison system.*





(ii) *Leadership Development Roadmap*

Executive level training commences when a new recruit joins SPS. In addition to completing a Basic Officers Course, each new recruit is required to undergo a leadership training program. Prison Officer trainees attend a one-week Outward Bound School program whilst Senior Prison Officers attend a similar program in Nepal.

The *Leadership Development Roadmap* develops leaders at five competency levels for SUBLIME. It manages and grooms Senior Prison Officers and Prison Officers who have demonstrated high potential for senior positions for future leadership and succession planning of the organisation.

The *Leadership Development Roadmap* provides the generic career pathways for Senior Prison Officers and Prison Officers by giving them opportunities and programs to attend to develop new skills and progress to senior executive position. Officers at the various MV SUBLIME competency level attend a variety of courses which are conducted by accredited training providers. These include:-

- *Leadership and People Management Workforce Skills Qualification* – This provides formal recognition of the officer's corporate leadership competencies within a nationally recognized framework. It contains a number of modules including Graduate Diploma in Organisational Leadership, Professional Diploma in Leadership and People Management, and Advanced Certificate in Team Leadership.
- *Home Team / Civil Service College* – This provides a broad range of training programs and services related to public administration and governance.

At various stages of their careers, officers who have been identified to have strong potential to be leaders, are given opportunities to maximize their learning. For example, Prison Officers with leadership potential may be involved in Divisional Committees and sponsored for degree programs. Senior Prison Officers with leadership potential may be posted to undertake secretariat duties to Directorate members, be involved in cross-postings to senior posts at the Ministry of Home Affairs or may be involved in major projects.

(iii) *Determinants of leadership effectiveness*

There are a number of tools and indicators that measure effective leadership. These include the following:-

- *Corporate Dashboard* monitors the organisation's key performance
- *Organisational Health Survey* is conducted through feedback submitted by staff
- *Awards and accreditations* serve to promote the organisation's image and provides recognition of the individual's competencies
- *Staff Appraisal Reports* are conducted by senior staff as a means of coaching junior staff
- *360 Degree Framework* is an assessment by colleagues and peers
- *Coaching Framework* allows for personal development



Feedback from the above tools determines whether the decisions and actions of the officers/leaders are effective and consistent with SPS's goals. It also identifies competency gaps and provides solutions fill the gaps.

In conclusion, the Singapore Prison Service has identified that strong leadership qualities in its staff is critical to achieving its Vision and Mission statements. The making of a Prison Officer is built upon the *Leadership Competency Model* and the *Leadership Development Roadmap* which together, nurture leadership behaviours and adopt 'a holistic and progressive approach to developing leaders and charts the leadership journey for both junior and senior ranks. It ensures leaders are not only trained as they progress up the ranks, but also ensures effective succession planning.'

### 3. SUCCESSION PLANNING

The people who make up the senior management teams in correctional services are often of a similar age. As such, it is quite likely that they will retire from the service at a similar time and within five to ten years. In some countries, senior administrators are also appointed on a contract basis – for example for a five-year period - with no guarantee of contract renewal.

In some countries, staff who have started their public service careers in corrections generally seem to remain in the correctional service. However, in other countries, there is a good deal of movement across different public sector positions and even into the private sector. For example, a person who has worked in police may move to a position in corrections, or a person may move from corrections to another government department.

Delegates agreed that these factors present some real challenges in terms of ensuring efficient, stable and effective succession planning and discussed current gaps and opportunities for improvement. Although there are no easy solutions, and the challenges are rather different in different countries, it is an area where there may be opportunities for further interaction and collaboration.

#### (a) Brunei

To ensure succession planning which meets its objectives, the Brunei Prisons Department has implemented a number of requirements on its senior executives. In addition to the requisite academic qualification and work experience, each senior officer must complete the General Orders Examination set by the Department of Civil Services. This examination covers matters such as office administration rules and finance regulations which includes budgeting and planning.

In addition, a senior officer must complete an Executive Diploma offered at the University of Brunei Darussalam.



**(b) Hong Kong (China)**

The normal age of retirement at CSD is 55 years. Statistics indicate that about 1,500 of its 5,000 rank and file staff, and about 500 of its 1,000 Officer-ranked staff will retire in the next 10 years. Of concern is that 76 out of the 112 senior executive staff<sup>12</sup> are currently over the age of 50 years and are due to retire by 2017. CSD is acutely aware that this may result in an exodus of talent, knowledge and leadership.

To circumvent the ‘brain-drain’ problem, CSD has implemented the following succession planning strategies to maintain the stability and smooth running of the organisation:-

- ✧ Strategic policy (grooming of officers with potential)
- ✧ Knowledge administration and sharing
- ✧ Development training
- ✧ Self-development
- ✧ Administrative experience

*(i) Strategic policy – identifying future leaders*

Human resource management goes hand in hand with succession planning as it enables potential future leaders to be identified for development activities, career moves and successors to key positions within the organisation. This requires a systematic process in which managers can identify, assess and develop individual career plans for their staff in readiness for their future roles within CSD. For example, by providing appropriate training opportunities or assignments to the officer, or by appointing the officer to lead a specific task group.

*(ii) Knowledge administration and sharing*

Effective succession planning also involves the capture and retention of valuable knowledge and experience. CSD has implemented two systems for this purpose.

In August 2010, CSD launched a *Knowledge Management System* (KMS) which contains ‘a search engine to provide staff with a one-stop information technology platform for capturing, organising, storing, disseminating, sharing and updating work knowledge.’ The KMS contains all the requisite knowledge from different divisions and institutions so that staff can access the latest information, events, news, operational and training manuals, meeting notes, guidelines and self-learning topics program.

In April 2010, an *Institutional-based Mentorship Program* (IBMP) was piloted for 12 months at four institutions, and became fully operational in May 2011. The IBMP enables new and experienced staff to share their job-related knowledge in an interactive manner, and for probationary staff to receive guidance and advice from experienced staff. To enhance this program, in early 2012, a number of training classes were conducted to recruit 95 mentors with the task of guiding 282 mentees across the institutions.

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<sup>12</sup> This constitutes 68% of senior executive staff.



(iii) *Development training*

In 2005, a customised *Management Development Training Program* (MDTP) was established to enhance the administrative and managerial skills of mid-career officers and to prepare them for more challenging positions within CSD.

However, in 2012, following a review, the MDTP was re-structured as a '*through career*' training mechanism consisting of Command Courses at junior, intermediate and higher levels leading to a Senior Command Course for senior executives. The respective courses will reflect the needs and skills of the officers and the visions of the CSD in key areas such as:-

- operational handling and incident management
- integrity, ethics and conduct
- medial handling skills and public relations strategy
- political sensitivity and public sector management
- penal sector management, administration and policy studies
- research, assignment and scenario training

(iv) *Administrative experience*

Administrative experience is provided to suitable mid-career officers by seconding them from CSD to policy bureaux to undertake experience in administrative roles at policy level.

(v) *Self-development*

CSD has been a strong advocate in supporting and encouraging life-long learning amongst its staff. About 395 of its staff holding the ranks of Officer to Senior Superintendent (namely, 40%) have obtained undergraduate and postgraduate degrees since joining CSD. In addition, CSD has collaborated with local tertiary institutions to provide the following tailor-made training programs for its staff:-

- Since 2009, nominated staff have been sponsored to enrol in an Advanced Diploma in Applied Social Science (Corrections) offered by the University of Hong Kong.
- Since 2011, a joint top-up Bachelor Degree program in corrections has been offered by the University of Hong Kong and the University of Middlesex, United Kingdom. A work-based top-up Masters Degree program in correctional studies is currently being developed between the same two Universities.
- In October 2012, a postgraduate Diploma in Public Order Studies was rolled out with the University of Hong Kong.

The successful nurturing of potential leaders and solid academic qualifications of its staff will no doubt set CSD's strong foundation towards effective succession planning and stability of the organisation in the years to come.



### (c) Singapore

As mentioned above, leadership is central to the ability of the Singapore Prison Service to achieve its Mission and Vision statements. Its *Leadership Development System* (which contains the *Leadership Competency Model* and the *Leadership Development Roadmap*) provides a continual cycle of coaching and training of staff to develop their leadership qualities on a regular basis. The MV SUBLIME leadership qualities set the benchmark to align staff to the desired traits and attributes of good leadership. The system also identifies competency gaps and provides ways to fill those gaps to meet the objectives of the organisation.

Importantly, the *Leadership Development Roadmap* charts the overall progression of individual officers, expands the pool of trained leaders and hence, facilitates the process of succession planning. The process enables officers with strong leadership potential to be identified, groomed and positioned towards senior leadership posts for the betterment of the organisation.

## 4. SHARING AND ADAPTABILITY OF BEST PRACTICES IN CORRECTIONAL ADMINISTRATION ~ INDIA (NEW DELHI)

New Delhi has two Prison Complexes:-

- ✧ Tihar, one of the largest prison complexes in the world comprising of nine central prisons; and
- ✧ A District Prison at Rohini Prison Complex.

The total population in these 10 prisons is around 12,000 prisoners against the sanctioned capacity of 6,250. It is anticipated that a new prison complex at East Delhi will be ready by 2014 with capacity to accommodate 3,600 to ease the issue of prison overcrowding.

The presentation from India was based on the sharing and adaptability of best practices in correctional administration in New Delhi. The paper focused on reformation, rehabilitation, reintegration programs and administrative excellence.

### (a) Reformation

A number of initiatives were highlighted including the following:-

- ✧ First time offenders are lodged in model wards for the first six months of their sentence.
- ✧ Inmates involved in serious offences (such as offences against the State and terrorism) and repeat offenders are held in high security wards.
- ✧ Personal and ward searches are conducted on a daily basis.
- ✧ Cable television systems are provided to inmates for entertainment.
- ✧ Electric bells are provided to respond to emergencies.



- ✧ Healthy and nutritious food is prepared by inmates. A canteen is available to inmates to purchase confectionary items and personal needs by using a smart card system. Profits obtained are used to fund welfare activities.
- ✧ Medical and health care services are provided at a central hospital which has 150 beds. Each prison in New Delhi has its own Medical Investigation Room. Medical facilities include X-ray machine, ECG, pathology, bio-chemistry, physiotherapy, dental, ophthalmology, psychiatry and tuberculosis unit.
- ✧ A holistic approach is taken to promote the well-being of the inmates' mind, body and heart by providing:-
  - indoor and outdoor facilities for recreational and sporting activities
  - a music room in each prison
  - meditation and yoga classes
- ✧ About 8% of New Delhi's inmates are drug-users, and hence, there is a 120-bed at a drug de-addiction centre to help the inmates to address their addiction.
- ✧ As a part of community participation in the reformation and social integration of prisoners after release, a large number of respectable members of non-Governmental organisations (NGOs), professors, teachers, psychologists and psychiatrists have conducted various activities in prisons. The NGOs' participation is mainly concentrated in the field of education, vocation, counselling and language classes.

#### **(b) Rehabilitation programs and initiatives**

*Literary and educational programs* ~ India reported that at the time of admission into prison, about 40% of inmates are illiterate. To address this issue, literacy programs, in collaboration with the Ministry of Human Resources and Development, are being offered to inmates, with a focus on reading, writing and numeracy skills. To date, about 1,770 inmates have enrolled on the program and 1,556 inmates have participated in the examination. Painting classes are also offered by renowned artists. If suitable, inmates can also access programs offered by the Indira Gandhi National Open University and the National Institute of Open School.

*Prison factory* ~ Prison factories have been set up to provide inmates with skills in carpentry, weaving, tailoring and the production of chemical paper, spices, soaps, sweets and blankets. Inmates have produced furniture, handloom and textiles, handmade paper products and toiletry. About 10% of the profits received from the sale of these products, goes back to the Government.

*Prison bakery* ~ The bakery produces a variety of products including *namkeens*, bread, biscuits, wafers and muffins. It was set up in 1995 without any funding from the Government. Profits received have been used to set up a Vocational Training Institute and Prisoners' Welfare Activities.

*Industrial Units and Vocational Training* ~ The Industrial Units are run by the private sector and provide inmates with technical skills in manufacturing activities. This has saved Government resources. In addition, about 80 vocational training modules are offered to inmates to help them to gain employment. The training program has been very successful





as 627 inmates (namely, 99%) have been issued with certificates by the Government upon completion.

*Inmates participation in prison management* ~ Suitable inmates are encouraged to actively participate and manage prison such as cooking, gardening, education, legal aid, sanitation, maintenance, legal counseling, welfare canteen and welfare activities. This strategy has resulted in significant savings.

*Panchayat* ~ The inmates' participation in prison management (called '*panchayats*' or prisoner bodies/groups) instils a sense of responsibility in the prisoners and prepares them for social integration. Panchayats enable prisoners to regulate their welfare activities under the guidance of prison officials. Once a year, a 'Mahapanchayat' is organised in the Tihar central prisons on rotational basis, in which panchayat members of all Tihar Prisons participate with prisoners to discuss problems faced by them.

### **(c) Re-integration Programs**

*Campus placement* ~ Campus placements provide job opportunities for inmates whose sentence is likely to end in a year. Inmates are assessed according to the academic records and interview process. Out of the 409 interviewed, 306 inmates were offered placements in five camps.

*Semi-open prisons* ~ Inmates serving five to ten years' imprisonment sentence with good conduct and have earned three furloughs/paroles, are placed at semi-open prisons, to assist them in their re-integration into the community.

*Social bonding* ~ Children, up to the age of six years, are allowed to stay with their mothers in prisons. Children are provided with clothes, medical care and education. A crèche facility is provided for young children to interact with one another. On Saturdays, special arrangements are made for the children to meet their next-of-kin at other prisons.

### **(d) Towards administrative excellence**

India reported that the following strategies have been implemented to improve its administrative processes:-

- ✧ *Video conferencing* ~ Video-conferencing facilities between prisons and district courts for judicial remand extensions. Legal aid is provided through this system.
- ✧ *Test identification parade room* ~ A room with one-sided semi-reflective glass is available for 'fair and fearless identification'.
- ✧ *Prisoner Management System* ~ This system stores case details, personal information, photographs and bio-metric finger identification of inmates.
- ✧ *Visitor Management System* ~ This system registers interviews through tele-booking with personal and identification details of visitors.
- ✧ *Touch Screen Kiosks* ~ The kiosks enables inmates to access information regarding their possible date of release, remission earned, parole, furlough and punishment imposed.



- ✧ *Legal Aid* ~ Legal Aid Cells exist in each prison with facilities for drafting, typing and dealing with bail applications and appeals on behalf of inmates. The demand for legal aid has increased considerably due to the increase in prisoner population who cannot afford to pay legal fees.
- ✧ *Social connectivity* ~ Inmates are allowed to register two telephone numbers on a bio-metric touch screen monitor. They can make telephone calls on week days and the conversations are recorded.
- ✧ *Bi-monthly inspections of prisons* ~ These inspections are conducted by a judge.
- ✧ *Eco concerns* ~ Due to climate and global changes, there are strategies in place to address these issues. Strategies that have been adopted include rain water harvesting, bio-gas plant, sewage treatment plant, solar power plant, solar water heaters, and tree plantation.
- ✧ *Facebook and Twitter* ~ Information about activities and programs conducted in prisons in Delhi is available on the social media network and prison website.<sup>13</sup> It also enables members of the public to provide suggestions.

In conclusion, the vision of the Prisons Department is three-fold:-

- (i) to provide for the safe and secure detention of the prisoners committed to prison custody;
- (ii) to provide for the reformation and rehabilitation of prisoners; and
- (iii) to provide for Basic Minimum facilities to prisoners to maintain human dignity.

The powerpoint presentation from India reflects the mission of the Prisons Department to continue to provide minimum standard of living and treatment to the prisoners remanded to judicial custody, and at the same time, to reform and rehabilitate them by involving them in various vocational, spiritual, educational activities so that they become useful citizen of the country after their release.

#### 4. CONCLUSION

One of the aims of APCCA is to identify and promote opportunities or the sharing of best practices. The presentations reveal that the corrections departments are aware of the need to implement training programs at executive-level and the need to implement strategies to ensure effective succession planning to fill the gaps when members of the senior executive retire from their positions. With the large number of baby boomers around the world reaching retirement phase of their lives, there is an urgent need to have effective strategies in place to mitigate potential loss of invaluable knowledge and expertise in corrections.

The Brunei Prisons Department has recruited senior management staff with different backgrounds who have been able to inject innovative ideas, leadership, policies, rules and regulations over the past few years which have benefited the department. The department is focused on the well-being of its staff and ensures that equal opportunities are provided to staff to reach their potential and to achieve the department's objective and vision in the

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<sup>13</sup> The prison website is [www.tiharprisons.nic.in](http://www.tiharprisons.nic.in)



rehabilitation of offenders. Its future challenge is to align His Majesty's aspiration to implement Islamic laws, with the department's role in ensuring that its rules and regulations accords with the Islamic laws, and that its staff are trained in these laws.

The challenge for the Correctional Services Department (CSD) of Hong Kong (China) is the retirement of a large number of experienced and knowledgeable staff in senior executive positions over the next 10 years and the need to fill the gap. However, as detailed above, the CSD has already taken proactive steps in addressing this issue as a matter of priority by providing and equipping staff with effective pathways that will provide career advancement and succession planning in order to deliver its services with integrity and excellence in the years to come.

In their presentations, Brunei, Hong Kong (China) and Singapore identified the various ways in which executive-level training and succession planning could be effectively implemented to achieve the organisation's goals and objectives. It is clear from the presentations that executive-level training and succession planning are two components that should function together (rather than in isolation). If utilised effectively, they can:-

- ✧ identify officers who have the potential to lead and manage the organisation successfully and effectively;
- ✧ provide opportunities and training programs which develops and enhances their leadership and management skills (this includes undergraduate and postgraduate studies, and placements in challenging positions to test their abilities);
- ✧ provide continuous guidance, assessment, coaching, encouragement and acknowledgement of the officers' abilities/achievements as they progress up the ladder to senior executive positions; and
- ✧ provide systems that retain invaluable knowledge on corrections that can be shared by officers and improved to respond to change management, correctional issues and goals of the organisation. Such systems could also be used to store data on corrections for future historical interest and research.



## **AGENDA ITEM 3:**

### **PROMOTING STAFF-OFFENDER INTERACTIONS IN PRISON AND IN THE COMMUNITY WHILST ENSURING STAFF SAFETY**

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#### **1. INTRODUCTION**

All APCCA delegates agree that modern correctional practice requires a focus on rehabilitation and reintegration and not merely on securing and 'storing' prisoners. An effective focus on rehabilitation necessitates far more interaction between staff and prisoners than was the case in times gone by.

Those interactions also occur, increasingly, in environments which are less dominated by physical security. Prisons tend nowadays to have less rigid barrier control. Rather than being secured in cells or wings, prisoners are encouraged to engage in work, education, recreation and other positive activities. Many countries also have 'open' prisons where safety and security depend on positive staff/prisoner relations because there is little by way of physical security. Inevitably, these developments mean that prisoners have more contact with each other as well as with staff. More of that contact will occur in less 'controlled' environments, including workshops (often with tools which could be potential weapons), gardens or farms, classrooms, program rooms and medical centres.

Furthermore, the staff who are involved in providing rehabilitative services such as education, programs and health services are often not custodial officers and do not have custodial officer training. In some countries, volunteers also play an important role in providing additional support services.

In addition to examining the situation faced by people working in prisons, delegates also discussed the issues that staff encounter whilst working with offenders in the community. It was agreed that the 'bottom line' is to strive for the best possible balance. Risks to staff can never be entirely eliminated but it is critical to ensure that the administering department provides a safe working environment and that staff themselves adopt safe and secure practices whilst pursuing the goal of rehabilitation.

It is also important for staff to remember that serious incidents involving assaults on staff or other people have always occurred from time to time in prisons. Indeed, in some countries, there appear now to be fewer serious incidents because prison regimes have become more positive and respectful and less adversarial and confrontational.



## 2. GETTING THE BALANCE RIGHT: PHYSICAL, PROCEDURAL AND DYNAMIC SECURITY

There are three main types of security:-

- ✧ **Physical security** refers to those parts of a prison which prevent escapes and restrict movement (such as perimeter and internal fences, grilles, and cells).
- ✧ **Procedural security** refers to having robust processes in areas such as movement control around a prison, the prevention of contraband, monitoring of visits and communication, and drug testing.
- ✧ **Dynamic security** (which is sometimes called **relational security**) has become increasingly important with the growing focus on a positive rehabilitative environment.

Dynamic security has been defined as *'the development by staff of positive relationships with prisoners based on firmness and fairness, in combination with an understanding of their personal situation and any risk posed by individual prisoners.'*<sup>14</sup> The ultimate aim of dynamic security is to ensure that, by using their experience and practical skills to build the trust of prisoners, staff are better informed of their concerns and of the potential risks posed by individuals or groups.

Procedural security and dynamic security play a key role in promoting coordinated system wide intelligence. For example, tensions between gangs may be occurring at a number of different prisons and may necessitate a system-wide response.

There has always been a strong focus on security and safety within the custodial environment. However, less attention has been given in the literature to the problem of ensuring that people who work with offenders in the community (such as probation and parole officers) are safe and secure. Managing staff-offender interactions in the community can present some real challenges:-

- there will be less by way of physical security;
- the officers may not be trained in security;
- the offenders may be unstable or under the influence of alcohol or drugs; and
- the officers may need to be counselling or warning the offenders about their behaviour.

This is an area which will become increasingly important as more countries develop community-based correctional services.

During the agenda item session, Powerpoint presentations were delivered by delegates from Brunei, India and Malaysia with the following focus:-

- ✧ Brunei – Prisoners experience community isolation, and hence, community acceptance and safety play an important role during the offender's journey from incarceration to release into the community.
- ✧ India – There has been a change of focus in the recruitment and purpose of staff.

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<sup>14</sup> Council of Europe Committee of Ministers, *Recommendation of the Committee of Ministers to Member States on the Management by Prison Administrations of Life Sentence and other Long-term Prisoners*, 2003: <https://wcd.coe.int/ViewDoc.jsp?id=75267&Site=CM>



- ✧ Malaysia – Every interaction provides an opportunity to influence positive attitudinal and behavioural changes.

### 3. BRUNEI

The Brunei Prisons Department is accountable to the Minister for Home Affairs. It is responsible for the management and administration of the Jerudong Prison Institution<sup>15</sup>, the Maraburong Prison Institution<sup>16</sup> and the Female Prison. Currently, the Brunei Prisons Department has 522 staff (consisting of 542 uniformed personnel and 22 civilians) working in five main divisions of the department. The Jerudong Prison Institution contains the Male and Female Prisons, which accommodate sentenced prisoners and those on remand.

The objectives of the Brunei Prisons Department are:-

- ✧ to carry out detainment and execution of sentences in safe and controlled conditions; and
- ✧ to provide various rehabilitation programs for behavioural reforms to encourage repentance, knowledge-seeking and moral improvement.

Brunei acknowledges that its prisoners experience community isolation. Hence, community acceptance and safety are important factors during the offender's journey during incarceration and eventual release into the community. As a consequence, since 2005, the Department has improved its detention facilities and restructured its rehabilitation programs to include spiritual, educational and vocational training. It recently developed a strategic plan to expand its role and functions over the next 20 years, taking into account the increase in prison population, trends in crime and sentencing, and proposed future legislative and policy amendments.

Four main objectives have been identified:-

- (a) The enhancement of detention and management of inmates through effective and sophisticated security systems to facilitate a safe environment for the inmates' rehabilitation.
- (b) Improving the effectiveness of rehabilitation through spiritual and moral reformation, education and vocational skills training programs.
- (c) Creating public awareness and enhancing the cooperation between the Department and government agencies including public organisations such as NGOs, to facilitate the reintegration of ex-offenders into the community.
- (d) Organisational restructuring of the Department in meeting the needs of current trends and environment to improve the performance, productivity and quality of services as well as the safety of prison staff and members of the community.

Action plans have been developed for the above objectives which tally with the action plans of other departments under the purview of the Ministry of Home Affairs, and have fostered

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<sup>15</sup> The first prison in Brunei was set up in March 1954 under the management of police personnel. When the Jerudong Prison was built (as a small detention facility), the Brunei Prisons Department became a separate entity in December 1959. In 1980, the Jerudong Prison Institution was re-located to its current premises.

<sup>16</sup> The Maraburong Prison Institution commenced operations in August 2001. The aim is for the Maraburong Prison to be the central prison complex in Brunei. Hence, work is currently in progress to extend its physical infrastructure in phases.





closer working relationships between the Brunei Prisons Department and other law enforcement agencies and private organisations to provide effective crime prevention strategies and aftercare support for released inmates.

It is clear that *dynamic security* has become an important factor in Brunei particularly with its focus on creating a positive rehabilitative environment for its prisoners together with community acceptance and safety. To date, the following strategies have been implemented:-

**(a) Social Awareness through the media, Open Days, seminars and collaboration with NGOs**

The Brunei Prisons Department generate public awareness through the following channels:-

- ✧ *Media* - The Brunei Prisons Department receives regular requests from local television producers for location shoots as part of their television dramas. Before the request is granted, producers are informed about the environment in prison and the plight faced by prisoners and ex-prisoners by the general public. A 13-part documentary series called 'Insaf' or 'Redemption' was produced recently which addressed the reality of correctional rehabilitation and provided invaluable information to the general public regarding the functions of the Brunei Prisons Department and the need to support prisoners during their rehabilitation and reintegration into the community.
- ✧ *Annual Magazine and Open Days* - The Annual Magazine contains information about the role of the Department. Open Days are held for prisoners and their families for Hari Raya celebration and other religious festivities.
- ✧ *Seminars and colloquiums* – These are conducted on a regular basis to the general public.
- ✧ *Collaboration with external agencies* – The *Council of Women of Brunei Darussalam* (CWBD) is a national body which represents the views of women in Brunei Darussalam. Its main aim is to enhance the status of women in all fields including education, economy, welfare, culture and social. The CWBD, in collaboration with the Brunei Prisons Department, has held an *Eid ul Fitri* celebration with female prisoners to mark the spirit of the Hari Raya festival and to provide them with a special meal and live entertainment from CWBD members, prison officers and fellow inmates.

The initiative has generated the following positive outcomes:-

- Inmates appreciated the ability to celebrate the festival.
- Inmates had the opportunity to socialise and interact with community members and enabled them to exchange views and experience about the issues faced by them whilst in prison, including their responsibility to their children and families.
- It encouraged NGOs to take part in the rehabilitation and reintegration of inmates within a safe environment.
- It has generated social support from the community towards the inmates. This has increased self-esteem in the inmates and developed good relationship with community members, and hence ensures public safety.



- Upon their release into the community, ex-inmates have access to counselling services for domestic violence issues.
- There is greater awareness amongst community members about the stigma attached to prisoners and the struggles they face upon their release into the community. The event has served to reduce the negative stigma and have instilled greater confidence in inmates as they prepare for their release into the community.

As a result, plans are underway to strengthen Brunei Prisons Department's relationship with existing agencies and to enter into cooperative relationships with other agencies to promote better understanding and acceptance of inmates and ensured the safety of those involved during the inmates' rehabilitation and reintegration processes.

#### **(b) Pre-release programs**

Pre-release programs for inmates have been developed by the Brunei Prisons Department in collaboration with external agencies including the Labour Department, Department of Agriculture, the Islamic Association of Brunei, the Ministry of Health, the Community Development Department, and the Civil Service Institute.

The objectives of the pre-release programs are:-

- ✧ to prepare inmates for their successful re-entry into the community;
- ✧ to address the psychological, social and legal implications of offending behaviour;
- ✧ to improve the inmates' well-being and employability by providing information regarding community resources and support services; and
- ✧ to assist inmates to adjust to life in the community with social support networks and work opportunities to overcome stress and social stigma.

The pre-release programs have achieved the following positive results:-

- ✧ Inmates are more aware of the possible challenges they may face in the 'real world' and the support networks in the community which they can access. Hence, they are more optimistic and better prepared to face a new life in the community.
- ✧ There are positive changes in the offenders' needs assessment regarding family, housing, education, employment, health needs and financial situation.
- ✧ Inmates are able to make healthy choices about their future, and hence, are less likely to re-offend compared to those who have not participated in a pre-release program.
- ✧ Increase in the number of cooperation and involvement amongst agencies regarding rehabilitation services. This reflects their understanding and acceptance of offenders and their willingness to assist the offenders towards their eventual release into the community.

With regard to the future, the Brunei Prisons Department aims to enhance the pre-release programs in the following ways:-

- ✧ To address all the re-entry challenges that inmates face during their transition from incarceration to community liberty.
- ✧ To develop a well-designed program which utilises the latest research findings with the requisite resources/funding to enable community agencies and NGOs to deliver a



mixture of academic, life skills, employment readiness and case management services in a holistic manner.

- ✧ To give all inmates the opportunity to participate in the pre-release program.
- ✧ To encourage agencies specialising in community support services to assist inmates during the reintegration into the community that protects community safety.

### **(c) Work and Skills Training Programs**

In 2011, the Work and Skills Training Programs (WSTP) were added to the existing vocational programs offered to inmates. The WSTP involve the active participation of facilitators from a number of agencies including the Ministry of Education and the Ministry of Industry and Primary Resources. The program is offered once a year whereby workshops on career counselling and entrepreneurship are conducted. Short courses including agriculture, culinary, tailoring and photography are held.

The WSTP has achieved the following outcomes:-

- ✧ Inmates are able to prepare their resumes and job applications, and conduct themselves appropriately during job interviews.
- ✧ Inmates are now more prepared and able to increase their chances of obtaining gainful employment in the community.
- ✧ Inmates are able to develop the necessary life skills to be self-sufficient in earning personal income. For example, in some cases, the released inmates were able to obtain financial assistance from relevant agencies in order to establish their own businesses.

The future prospects and benefits of the WSTP are enormous. The Brunei Prisons Department has plans to engage further with community stakeholders and agencies in trade and education to expand the vocational training programs and to obtain accreditation for the courses it offers. This strategy would increase the employment prospects of released offenders and hence, reduce their recidivism rates and protects community safety.

### **(d) *Muzakarah* or meeting with the family**

The incarceration of an individual can be a very stressful experience for both the individual and the family unit. Thus, '*muzakarah*' has been implemented to enable inmates to meet their family members, prison officers and community members in an open environment within the prison. The program enables the participants to sit together to discuss any issues pertaining to the individual. It also includes talks regarding parenting skills, communication skills, anger management skills and employment, to encourage greater family participation.

The '*muzakarah*' program has produced the following benefits:-

- ✧ Positive changes within the inmates resulting in better relationships between the inmates and their family members.
- ✧ An informal forum for participants to understand and work out the appropriate solutions to the problems faced by the inmates and their families. This has resulted in building a healthy and harmonious relationship between the participants.
- ✧ A sense of belonging and reduced sense of isolation resulting in better psychological functioning and prison adjustment.



- ✧ Inmates are able to cope better despite being separated from their families.
- ✧ Enables the inmates and family members to understand and face the challenges of rehabilitation and reintegration through discussion, education and support.
- ✧ Inmates are more motivated to make a positive change to their life and to undergo rehabilitation programs.
- ✧ Inmates with social, family and emotional support in the community are less likely to re-offend.

The Brunei Prisons Department is keen to expand the program in the following ways:-

- ✧ Family counselling services to be readily accessible to inmates and their families.
- ✧ Families to be actively involved in the rehabilitation and reintegration of inmates into the community. Family participation would provide positive support, encouragement and motivation to the inmate to make a successful transition into the community.

#### **(e) Internal checks and balances**

- ✧ *Qualifications and Safety and Security Training* - Generally, offenders in Brunei have multiple problems such as mental illness, physical illness, breakdown of family structures, unemployment or low income, which also impact on family members.

Brunei reported that since the Brunei Prisons Department was established in December 1959, there have been no cases or recorded incidents involving serious injuries to uniformed personnel, civilians or volunteers. However, it continues to implement safety precautions to ensure staff are protected. For example, uniformed personnel are required to attend safety and security training provided by the Prison Training Centre and the Special Response Team Unit. Staff who are employed by the Brunei Prisons Department as officers, teachers, counsellors and guards are generally well educated and experienced in their respective fields. They know how to interact with the prisoners and hence, have a positive influence on them to change their lives for the better by giving them the opportunity to focus on their self-improvement and self-development.

- ✧ *Internal monitoring, independent inspection and public scrutiny* – Given the increase in public involvement in prison management, vocational training, and in rehabilitation and reintegration programs, the potential for violation of the safety of individuals is always present. Thus, internal monitoring and scrutiny mechanisms are in place to ensure integrity, professionalism and protection of the safety of community members and inmates. This includes the following:-
  - Taking a proactive role in initiating quality management and change management.
  - Prison inspections from external bodies.
  - Being open to public scrutiny to ensure that a right balance is achieved in managing inmates that is fair and just, and in protecting the safety of individuals and the community.



#### 4. INDIA

The emphasis in India is now on the recruitment and purpose of correctional staff, instead of custodial staff. The role of staff working within prisons includes matters pertaining to:-

- ✧ Custody of inmates
- ✧ Care - for example, provision of food and medication)
- ✧ Control – daily regime and lock up
- ✧ Legal aid
- ✧ Education – literacy, vocational training such as embroidery and information technology. Prisoners are also encouraged to engage in higher education.
- ✧ Work – prison work and industry
- ✧ Sports and recreational activities such as yoga and meditation, drama and cultural activities
- ✧ Crèche facility for female inmates

The role of staff working *outside* prison includes matters pertaining to:-

- ✧ Hospitals
- ✧ Trial courts
- ✧ Probation
- ✧ Parole
- ✧ Open jails. There are 44 open jails in India with capacity for 3,450 inmates.
- ✧ Rehabilitation of offenders in the community

##### (a) Security concerns and minimising security risks

A number of security concerns were identified, including the following:-

- Gang wars between rival groups of inmates
- Assaults on staff
- Fighting outside court rooms
- Community safety

In order to minimise risk and ensure safety of staff, the following strategies have been taken:-

- Implementing an inmate classification and assessment criteria.
- Keeping inmates productively employed or engaged in activities. For example, vocational training in embroidery, computer training, art work, participation in pipe band, sports, yoga and meditation, and involvement in drama and cultural activities to encourage emotional expression.
- Indirect supervision of inmates through closed circuit television.
- Fostering mutual trust between the inmates and staff.
- Understanding the concerns of inmates.
- Focussing on reformation and rehabilitation of offenders including their care and welfare.
- '*Panchayats*' – As discussed in Agenda item 2 above, the inmates' participation in prison management (called '*panchayats*' or prisoner groups) generates a positive sense of responsibility in the prisoners and prepares them for social integration.



Panchayats enable prisoners to regulate their welfare activities under the guidance of prison officials.

- Oversight by non-official visitors.

**(b) Staff-inmate interaction**

The following ideal staff-inmate interaction was identified by India:-

- Proper custody and firm discipline.
- Conducive and humane atmosphere that is free from fear.
- Rights and responsibilities are clearly defined.
- Transparent and prompt grievance processes.
- Provision of guidance, counselling and support mechanisms.
- Effective communication between the parties.

In addition, staff attend re-training programs to understand the following key issues:-

- Causes of crime and victim impact.
- Role in protecting community safety against crime.
- Understanding criminal justice procedures.
- Role in re-educating offenders.
- Role in re-organising the life of inmates.
- Role in the offenders' reintegration and resettlement into the community.

## **5. MALAYSIA**

The focus of the Prisons Department of Malaysia is to strike the right balance between physical, procedural and dynamic security in order to achieve the following two objectives:-

- ✧ to maintain a safe and sure environment for staff, inmates and members of the community; and
- ✧ to rehabilitate and reintegrate the offenders through programs and effective interaction between the offenders and staff which generates positive attitudinal and behavioural change in the offenders.

The Prisons Department of Malaysia sees dynamic security as the most important element to promote an effective, humane and safe custodial environment because regular and positive interaction can be generated between offenders, professional and custodial staff by ensuring that offenders are actively engaged in the prison regime including rehabilitation and reintegration programs. It also enables the early detection of possible security or safety threats to prisoners and staff. Thus, effective and positive staff-offender interaction serves to protect the safety of staff, offenders and community members.

*Dynamic security* is effective if prison regimes allow opportunities for staff and offenders to communicate safely with one another. For example:-

- ✧ Staff should be visible and approachable.
- ✧ By interacting with offenders, staff may understand the behaviours of the offender in order to determine the appropriate activities for the offender and to protect the safety and security of the prison.





- ✧ Prisons should implement clearly defined prison rules and codes of conduct for staff, offenders, visitors and volunteers. These rules and codes of conduct should be clearly displayed and explained to all parties concerned (for example, with foreigners, interpreters should be used).
- ✧ Good industry and conduct should be rewarded through a fair and equitable privilege incentive scheme. Offenders should be informed of the available privileges and the types of behaviour that may result in loss of privileges.

Malaysia identified the following strategies which promote staff-offender interactions in prison and in the community whilst ensuring staff safety:-

**(a) Existing physical security and procedural security systems in Malaysian prisons**

The Malaysian Prisons Department has the following systems in place:-

- Identification of offenders - These include the Biometric and Offenders Management Information System, and the Parole Management Information System.
- Processes and procedures to control the entry, movement and exit of persons including detection of contraband. This includes security procedures and searches such as walk through detectors, CCTV systems, and Canine Unit.
- Systems for gathering and management of intelligence information.

**(b) Staff-inmate ratio**

The Malaysian Prisons Department recognises that its present classification of prisons by security level is in many ways unnecessary and counter-productive to the realisation of excellence in corrections. According to the paper from Malaysia, the 'present system was found to result in excessive number of transfers which destabilize institutional populations, often leading to unrest. Frequent transfers interfere with the ability of staff members to know offenders well and also impacts on safe integration.' Thus, the Malaysian Prisons Department has proposed that the following offender-staff ratios be applied to create a safe and secure environment which would generate responsible living among the inmates:-

- Maximum security prisons - 3,000 inmates with 800 staff.
- Medium security prisons - 2,000 inmates with 500 staff.
- Minimum security prisons – 1,000 inmates with 300 staff.



**(c) Training and development programs for custodial staff**

Malaysia indicated that the effectiveness of staff-offender interaction is linked to the integrity of their implementation and the extent to which staff were adequately trained and supervised. Thus, staff development programs can play an important role in ensuring that staff has the skills to interact with offenders in a positive and supportive way. The types of staff development programs identified by Malaysia include the following:-

- *Pre-service training* ~ This introduces new recruits to the role that they can play in meeting the Malaysian Prisons Department's philosophies, expectations and visions. New recruits attend the basic, intermediate and advanced Prison Management Certificate courses. Importantly, the training programs also provide them with the knowledge and skills in corrections including safety and security procedures. Senior officers attend an 8-month Graduate Diploma course in Correctional Science which is conducted in collaboration with Malaysia's North University.
- *On the job development and skill practising* ~ This is one of the most important aspects of the staff development process. Senior officers are role models for junior staff and can influence positive behaviour and inter-relationship qualities between staff-inmates. Senior officers oversee junior staff as they perform their duties, offer corrective feedback and provide reinforcements when warranted.
- *Peer mentoring* ~ Experienced staff can play an invaluable mentoring role by supporting, guiding and resolving issues faced by junior staff as they develop their respective skills in corrections, communication and interaction with inmates. The mentoring role ensures that junior staff are fully aware of the tasks assigned to them and the level of performance demanded in executing them.
- *Performance-based rewards, recognition and advancement opportunities* ~ The Malaysian Prisons Department recognises the importance of acknowledging officers who excel in their work and have demonstrated exceptional outcomes. The Department gives formal recognition to dedicated and committed staff with certificates, medals, promotion and other benefits such as monetary incentives.
- *Self development and enhancement* ~ Staff are offered the opportunity to attend continuing educational activities, tertiary education and graduate programs. For example, the Malaysian Prisons Department has a Memorandum of Understanding with the International Islamic University of Malaysia to conduct the Diploma in Law and Correctional Science.

**(d) Training in procedural and dynamic security for non-custodial staff, volunteers, service providers and contractors**

*Non-custodial staff* - As part of the application package, non-custodial staff have access to an induction program including information about the potential hazards in the workplace. Prior to commencing their work, the Director or Deputy Director of the respective prison ensures that the individual undertakes an approved induction program and an orientation program. The former provides generic information regarding all prison work places whilst the latter provides specific information



pertaining to the particular prisons or placement. New appointees are escorted by a prison officer and are supervised by a senior staff at all times for the duration of the induction and orientation programs.

*Volunteers, service providers and contractors* – Those who are not directly employed by the Malaysian Prisons Department are provided with pre-commencement induction materials prior to entering a prison. Those who enter the prison are required to familiarise themselves with the relevant information sheet. In addition, the director of the prison determines the components of the staff induction program and prison orientation program which the individual is required to complete, taking into consideration the nature of the work and the risks associated with it.

Depending on the role of the individual, the *Induction Program* contains a number of components such as:-

- Key legislation such as the *Prison Act 1995*, *Prison Regulations 2000*, *Prison Act (Amendment) 2008* and the *Children Act 2001*.
- *Department Rules, Directives and Instructions* – for example, prison emergency procedures; issue and security of keys; identification cards; movement about the prison; computer security; and reporting information and requirements.
- *Code of Ethics and Code of Conduct* – for example, regarding relationship with Offenders; confidentiality issues; situation awareness; dress code; and employee welfare.

The *Orientation Program* includes the following components:-

- Relevant parts of Standing Orders and Local Orders.
- Relevant parts of unit management plans.
- Prison security and protocols such as identification cards; keys and security access; and telephone policy and standards.
- Occupational Safety and Health legislation – including incident, accident and hazard reporting; identified hazards and controls; First Aid and medical treatment; and emergency evacuation procedures; smoke-free environment in government buildings.
- Cross cultural awareness.
- Staff support including mentors
- Grievance procedures

**(e) Ensuring safety of staff who deal with offenders in the community**

Public safety is of paramount consideration in all post-release interventions, recommendations and decision-making process taken with respect to an offender, be it for short-term or long-term.

Malaysia reported that it applied 'the least restrictive measures consistent with the protection of the public, staff and offenders and the offender's ability to comply with the conditions of release'. In addition, its correctional interventions are designed to support 'safe supervision and facilitate the rehabilitation and reintegration of offenders into communities as law abiding citizens.'



Generally, individual intervention strategies are based on professional judgments and objective tools to justify and explain decisions and recommendations for the respective offender. This requires staff gaining the requisite knowledge based on regular and meaningful interaction with the offender in question.

Staff safety is therefore a crucial factor during all case management activities including completion of community assessment reports. For example, parole officers will assess potential staff safety issues for each offender prior to the first community supervision contact and re-assess the situation again one week following the offender's release. Where staff safety concern is identified, the Case Management Team will develop measures to mitigate the risks such as notifying the police, using an alternative interview location and implementing appropriate emergency protocols.

**(f) Initiatives to curb risks and incidents to prison staff**

In line with the expanding roles and functions of the Malaysian Prisons Department to realise the national goals and policies of its National Key Results under the Government Transformation Program, two crucial initiatives have been identified:-

- *Prison rehabilitation programs* – The aim is to assist offenders to improve their skills for post-release survival.
- *Post-release resettlement programs* – The aim is to reduce the recidivism rate by segregating first time offenders from hardcore and repeat offenders. This strategy has been strengthened by two initiatives:-
  - ⇒ *Court Order to report to Compulsory Attendance Centre* - The Compulsory Attendance Centre was introduced by the *Offender Compulsory Attendance Act 1954 (Act 461)* and is an alternative punishment to incarceration whereby courts may order the offender to report themselves at the nominated compulsory attendance centre. Since 2011, about 664 offenders have been given this Order with no breaches of its terms including re-offending.
  - ⇒ *Halfway House* – By 2011, the Department has established seven Halfway Houses in collaboration with NGOs, in its effort to reduce the recidivism rate. Out of the 150 residents, 117 residents have obtained employment with no reported cases of re-offending.

Since the introduction of the parole system in Malaysia in 2008, it was reported that about 3,600 of the 4,100 parolees had successfully completed their parole period (about 95%).

In conclusion, the Prisons Department of Malaysia recognises the importance of promoting staff-offender interactions in prison and in the community. This requires not only the offenders' commitment to long-term positive change, but it also requires prison staff to play a pivotal role in impacting the positive change behaviour in offenders which will consequently, lead to safety for staff and the community. Thus, Malaysia continues to strive towards improving its re-entry practices for offenders which protects the safety of its staff (in prison and in the community) and members of the public. It is important to pay equal



attention to guide staff-offender interactions so that offender re-entry and community safety outcomes are maximised.

## 6. CONCLUSION

In summary, the key issues identified during the presentations by Brunei, India and Malaysia are:-

- ✧ The focus of correctional departments is to rehabilitate and reintegrate the offenders into the community.
- ✧ The need to protect staff, community members and offenders by providing a secure and safe environment, in the prison and in the community.
- ✧ Getting the balance right between physical, procedural and dynamic security.
- ✧ The need to provide support to staff (pre-incident and post-incident).

Offenders are rehabilitated and reintegrated into the community through participation in various activities such as treatment programs to address their offending behaviour, vocational, educational and skills training programs and other support programs to prepare them for their eventual release into the community, without risk to the safety of those involved in the process. However, a number of challenges were identified during the presentations and group discussions. These challenges include the following:-

- ✧ The offender's background and serious offending behaviour
- ✧ Offenders with complex issues (such as mental health, social disadvantage, poor skills and education, and lack of employment history)
- ✧ Management of 'specific offenders' such as dangerous offenders, gangs and foreign nationals (the latter raises possible cultural and language barriers which may hinder effective staff-offender interaction).

During the presentations, it was highlighted that successful staff-offender interaction depends on the individual staff member's experience and attitude, and to extent the staff member can be a role model or mentor the offender in a positive way.

However, successful staff-offender interaction is also dependent on the role of the correctional department in providing training and coaching programs to its staff as well as providing staff support and recognition. Successful staff-offender interaction and staff safety also requires the following key management systems to be considered and implemented:-

- ✧ Need for ongoing assessment and risk management during the offender's incarceration period, and rehabilitation and reintegration processes.
- ✧ Individual management systems and recording with access to alerts and key risks.
- ✧ The impact of environmental design factors and placement options on the individual and his/her offender behaviour.
- ✧ The need for a balanced approach with regard to security classification and regime management.

With regard to supervision of offenders in the community and protecting the safety of the community and staff, regard should also be given to the following matters:-



- ✧ It is essential for community members to accept the offenders and support their reintegration into the community. This would remove the stigma faced by offenders.
- ✧ Greater consideration and emphasis be placed on re-entry services such as Halfway Houses, Community Reporting Centres, Open Jails, and effective probation and parole case management systems.
- ✧ Public safety risk assessments be conducted.

In conclusion, promoting staff-offender interaction in prison and in the community whilst ensuring staff safety is not an easy task as it involves numerous factors to be considered (as discussed above). However, the following key points need to be highlighted:-

- ✧ *Role of community members* ~ The rehabilitation and reintegration of offenders into the community are now the focus of correctional departments, and hence, community safety can be better protected with greater community understanding of the plight of offenders and how the community can support their eventual release from prison.
- ✧ *Role of custodial and correctional staff* ~ Although staff can play a key role in promoting staff-offender interaction that is safe, it should be acknowledged that their role can be a complex one particularly when faced with challenging offender needs and safety issues.
- ✧ *Availability of funding* ~ It is crucial that correctional departments be allocated the necessary funding by governments so that positive and safe interaction between staff-offender is to occur.
- ✧ *Role of correctional departments* ~ There needs to be leadership, direction, responsibility and support from correctional department executives to staff, offenders and community members involved in the rehabilitation and reintegration process of offenders.

This includes ensuring that physical, procedural and dynamic security systems *are* in place to protect the safety of each individual. However, the key point is that *effective and strong leadership* is pivotal to the success of a correctional organisation.





## AGENDA ITEM 4: CHALLENGES AND OPPORTUNITIES IN THE MANAGEMENT AND REINTEGRATION OF PRISONERS SERVING LONG SENTENCES

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### 1. INTRODUCTION

#### (a) Definition of 'prisoners serving long sentences'

At recent APCCA conferences, many countries have reported that they have a growing number of long term prisoners. The *Discussion Guide* identified three main groups of long term prisoners:

- ✧ Those who will *never* be released back into society (for example, prisoners who have been sentenced to life imprisonment without any possibility of release).
- ✧ Those who *may* be in prison for the rest of their life but are eligible to be considered for release at a future date (in some countries, 'life imprisonment' generally means that the prisoner will be considered by a specialist review board for release on licence after a specified period of time, such as 15 or 20 years).
- ✧ Those who are serving long sentences which have a definite 'end date' which lies many years into the future (for example, a sentence which requires the person to serve ten years in prison before release).

The *Discussion Guide* noted that views would probably differ across the region as to what exactly constitutes a 'long' sentence but suggested that, for the purposes of the conference, it should be used to refer to sentences where it is expected that the prisoner will serve at least five years custody time before possible release. This reflected the position of the Council of Europe.<sup>17</sup> During the conference discussions delegates considered whether this was an accurate reflection of views in the region and whether it might be possible for APCCA to come up with a regionally appropriate definition. However, it was agreed that views will differ and that five years custody time is probably the best starting point.

Presentations were made by Brunei, Australia, Hong Kong (China), India, Japan, Korea and Singapore. Indonesia, Malaysia and Vietnam also prepared papers.

#### (b) General principles

All of the papers started from the proposition that rehabilitation and reintegration remain relevant to long term prisoners because the vast majority will be released back into the community at some point. Hong Kong (China) stated that two key goals in managing long term prisoners are to 'induce hope' and 'facilitate change'. Korea also stressed the

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<sup>17</sup> Council of Europe Committee of Ministers, *Recommendation of the Committee of Ministers to Member States on the Management by Prison Administrations of Life Sentence and other Long-term Prisoners*, 2003: <https://wcd.coe.int/ViewDoc.jsp?id=75267&Site=CM>



importance of giving all prisoners a sense of hope, even when they face a long time in prison. Brunei encapsulated the core principles as follows:

‘The treatment of convicted prisoners shall be such as to encourage their self-respect and a sense of personal responsibility, so as to rebuild their morals, to inculcate in them the habits of good citizenship and hard work, to encourage them to lead a good and useful life on discharge, and to fit them to do so.’

The papers recognised that in the case of long term prisoners, the process of reintegration will be particularly challenging because of the speed at which society is changing. For example, some people have been in prison since before Internet use was common.

Most of the papers and presentations gave a general overview, coupled with a specific case study. Some focused essentially on a single case study (for example, Singapore discussed the new ‘Mandatory Aftercare Scheme’ and India focused on open prisons).

## 2. LONG TERM PRISONERS: NUMBER AND PROFILE

The papers confirmed that life imprisonment sometimes means that the person must spend the rest of their natural life in prison. However, it more commonly means that the person *may* spend the rest of their natural life in prison but will be reviewed by a specialist board for possible release after a period set by legislation or by the sentencing court. Brunei, for example, has around ten life sentence prisoners, five of whom are ‘never to be released’ and five of whom have the possibility of future release.

Across the region, sentences in excess of five years tend to be imposed for offences against the person, including rape, serious assaults and robbery, and serious drug offences. Sentences of such duration are rarely imposed solely for property crimes but serious planned and calculated property crimes may attract such a sentence, as may offences committed by persistent recidivist offenders.

Japan faces some rather unique challenges due to the large number of prisoners aged 65 or more. Some are repeat offenders who commit relatively minor offences but there is also a growing number of prisoners serving life or a sentence of five years or more. In the period from 2003 to 2011, the country’s prisoner profile has changed dramatically. Although the number of newly admitted life sentence prisoners is declining, total numbers in prison have increased by 45 per cent. The number of people serving 15 years or more has increased by 150 per cent; 10 to 14 years by 80 per cent; and 5 to 9 years by 20 per cent.

Hong Kong (China) provided an interesting account of how life sentences work. Almost all life sentences are for homicide offences. The Long Term Prisoners Review Board reviews these cases regularly and makes recommendations to the Chief Executive of Hong Kong. These recommendations may include release on licence or even changing the sentence to one of a determinate length.

In some countries, including Australia, selected ‘dangerous’ offenders are also liable to be detained for an indefinite period of time after the sentence imposed for the specific crime has expired. The additional period of detention is imposed for ‘public protection’ and is



most commonly used in cases involving recidivist sexual offenders. Korea previously had similar laws but they were abolished in 2005 due to human rights concerns. There is now some public pressure for the re-enactment of such laws.

### **3. MANAGING LONG TERM PRISONERS WITHIN A PRISON**

The papers and presentations discussed a number of measures to provide for the safe and secure management of long term prisoners.

#### **(a) Security and safety**

Delegates examined the issues which long term prisoners pose with respect to security and safety in the prison environment compared with shorter term prisoners. They emphasised the importance of having robust assessment tools which take account of both the risk which the prisoner may pose (within the prison and to the community) and the prisoner's needs with respect to rehabilitative programs and treatment.

There was some discussion of the extent to which long term prisoners are physically separated from shorter term prisoners. Practices are not uniform across the region, reflecting geographical, philosophical and operational differences between countries.

#### **(b) Programs and activities**

Importantly, all delegates strongly affirmed the importance of employment, education and rehabilitation programs for prisoners serving life or long sentences even though they may not be released for a long time. It was agreed that this assists in improving security and safety because prisoners are kept busy with positive activities. It also helps to give them hope and to assist their psychological wellbeing.

However, it was also acknowledged that in practice, resource limitations tend to restrict long term prisoners' access such activities and programs because priority must be given to those prisoners who are serving shorter sentences and who are closer to release.

#### **(c) Incentives and rewards**

It was universally acknowledged that incentives and rewards are essential ingredients in managing long term prisoners, especially those who face spending the rest of their life in prison. Where prisoners are already serving long sentences, a regime which focuses on negatives and further punishment is unlikely to provide much of a deterrent. Incentives and rewards are vital to promoting positive behaviour, hope and mental wellbeing (see also the Kong Kong (China) case study below).

The papers examined a range of different incentives for good behavior, including: access to better levels of accommodation in the prison (such as single cells, or other forms of enhanced accommodation); access to higher paid prison employment; more access to family visits and other forms of community contact; and placement in a lower security prison.



In Western Australia, selected prisoners who have shown themselves trustworthy are able to live in 'self-care' units inside high security prisons. Self-care units offer a higher standard of accommodation and give prisoners the opportunity to take more personal responsibility, including the purchase and preparation of food.

There was particular interest in the opportunities presented by 'open' and 'minimum security' prisons (see India's case study below). These prisons were seen to offer both an incentive to good behaviour and a means to facilitate more effective reintegration. In essence, they provide a more positive environment as a reward for good behaviour. Prisoners generally behave well in these prisons because they do not wish to return to a closed prison. In addition, the more open environment provides better opportunities for 'real life' skill development and employment.

Some of the other incentives which can help to promote good behaviour include various 'early release' options such as remission (which may include compulsory aftercare: see the Singapore case study below), parole and home detention.

#### **(d) Other measures**

The papers also discussed a number of other measures to counteract the damaging effects of a long period of incarceration. These include psychological and spiritual counselling, relaxation, yoga and other forms of therapeutic exercise and meditation, and promoting family and community contact.

## **4. COMMUNITY REINTEGRATION**

Obviously, the longer people remain in prison, the greater the risk of institutionalisation, social isolation and a lack of community support upon release. Housing, employment and ties with family and friends are rated as very important matters by prisoners upon release.

Furthermore, advances in technology and commerce have been so fast over recent years that long term prisoners will need a range of practical 'life skills' if they are to cope with 'life on the outside'. On release, they also need to be encouraged to stay away from the behaviours and influences that led them to prison.

Most jurisdictions aim to combine support for ex-prisoners with incentives for good behaviour upon release and negative consequences for poor behaviour. Examples of initiatives and strategies include the following:

#### **(a) Rebuilding family and community ties during time in prison**

Long periods of incarceration lead not only to prisoners being isolated from their families but also to families becoming used to life without the prisoner at home. Children grow up, families adapt and family members form new friendships and relationships. It is therefore



vitality important to try and smooth the prisoner's transition back into society and to assist both the family and the prisoner to adjust to the prisoner's return.

The papers revealed a number of strategies, especially towards the end of the person's time in prison. Some countries have systems of 'home leave' or 'reintegration leave' where the prisoner is allowed to go home for a period of time at weekends but must then return to the prison. Some countries encourage spouses or families to spend time with the prisoner in the prison itself, in specially established living units. Both of these mechanisms appear to be beneficial to the prisoner, the family and the community.

#### **(b) Teaching practical 'life skills' in the transition to release**

The papers and presentations emphasised that it is important to provide prisoners with practical 'life skills'. Long term prisoners face particular challenges in that they may have been imprisoned before mobile phones, the internet and other forms of modern communication became a routine part of modern life. Areas in which practical life skills are taught include the safe and appropriate use of the internet, basic budgeting, healthy eating and modern banking/financial management (see below for an example from Western Australia).

#### **(c) Accommodation**

In some countries, including Brunei, housing is not a particular problem but in most countries many ex-prisoners find it difficult to obtain accommodation upon release. Lack of stable accommodation is a significant risk-factor in re-offending, especially in the transition period from custody to freedom. In a number of countries, government and non-government agencies therefore work together to ensure that ex-prisoners have appropriate and affordable accommodation options. These may include half way houses, hostels or other forms of supported accommodation (for example, see the Japan case study below).

#### **(d) Employment**

It is important for ex-prisoners to be able to live independently and to support themselves and their families upon release. In addition to meeting financial needs, employment helps to build the person's self esteem and to help them avoid further contact with the criminal justice system. The presentations described a number of initiatives which either line up employment for people on release or even allow them to commence the employment from prison (either by working at the prison itself or by going out of the prison on a daily basis for employment).

#### **(e) Post-release support and monitoring**

It is accepted by all countries that ex-prisoners benefit from support and monitoring upon release. In a number of countries, parole systems or 'home detention' schemes operate. These allow the 'conditional' release of the person: the incentive to good behaviour their freedom, and the consequence for poor behaviour is a return to prison. Some countries do



not have a general parole system but do have systems to allow life sentence prisoners to be released on licence and subject to supervision and monitoring.

A number of jurisdictions which do not have parole systems are also examining ways to provide compulsory aftercare and supervision. One option for countries which have a system of sentence remission is to supervise and monitor the ex-prisoners during the remission period rather than releasing them to unconditional freedom.

## 5. CASE STUDIES

### (a) Hong Kong (China): ‘Sentence Planning Scheme for Long Term Prisoners’

The Correctional Services Department of Hong Kong (China) has a well-embedded “risks and needs” assessment scheme which applies to all prisoners. However, in recognition of the particular challenges which long term prisoners pose in terms of both prison management and future reintegration, it has also established a *Sentence Planning Scheme for Long Term Prisoners* (‘SPSLTP’), overseen by a Board. This applies to all life sentence prisoners and to prisoners with a balance of 12 years or more to serve. The scheme aims to ensure continuity of throughcare and the constructive use of time in prison. Its structure and focus provide both a management tool and a rehabilitation tool.

The main features of the SPSLTP are the development and monitoring of a clear sentence plan and a robust privilege based incentive scheme. Importantly, the Board’s overview function helps to ensure fairness and consistency. There is a very clear ‘marking’ system for accessing incentives/privileges, and they include better accommodation, longer recreation time and more family contact. The SPSLTP also promotes better coordination of resources and services when the person is nearing release and after release.

### (b) India: Open jails

India has a long history with running ‘open prisons’, dating back to before 1950. These prisons, usually located in rural areas, have no fences and aim to offer low risk prisoners the opportunity to develop skills for release and to contribute usefully to society even during their sentence.

The presentation showcased the most recent open prison, Buxar Open Prison in the State of Bihar, which has set new benchmarks. A number of other countries also have experience with ‘open’ prisons but there are some unique features to the Indian model.<sup>18</sup> For example, delegates learned that at Buxar, families can live with the prisoners inside the prison. The accommodation consists of separate flats with a high quality finish. There is comparatively little separation from the community and between the hours of 6am and 7pm, prisoners are essentially free to move in and out of the facility. There is a strong focus on skill development and employment. This even includes the prison itself operating a commercial petrol station under contract with a major fuel company.

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<sup>18</sup> Compare, for example, Western Australia’s ‘Pre-release Centres’ (below).





Delegates were fascinated by the story of Buxar Open Prison and are keen to learn more at APCCA 2013 in India.

**(c) Japan: Social rehabilitation of elderly and handicapped prisoners**

Japan has a large number of elderly and handicapped prisoners. In 2007, these two groups accounted for 1,000 of 7,200 released prisoners. The vast majority had committed only minor crimes and tended to commit further crime in order to be able to return to prison. This was resulting in a vicious circle: persistently committing crimes ‘for living’ led to longer sentences and more difficulties in social reintegration.

Japan has implemented a more holistic approach to managing these offenders in prison and in the community. In prison, there is much greater input from social workers and psychiatrists, and the ‘*Special Program for the Arrangement of Living Environment after Release*’ commenced in 2008. The main aims of this program are to provide accommodation and structured support from a range of government agencies (including the probation service) and NGO’s, and ‘Community Life Support Centres’ have been established in every prefecture.

To date more than 200 prisoners have been able to access this highly structured and supportive approach and it is proving successful in reducing returns to prison.

**(d) Korea: House of Hope, Social Adaptation Centre and Family Love Camp**

Korea has introduced a number of recent innovations to improve the management of long term prisoners. Established in January 2009, the *House of Hope* provides a secure but more open living environment for selected prisoners who are within 12 months of release. Accommodation consists of single rooms, a communal area and shared computer and other facilities.

The *Social Adaptation Training Centre* offers a structured three-stage training program of 12 months duration. Each stage offers progressively more freedom and responsibility to prisoners. There is a strong focus on rebuilding family relationships, developing practical life skills, and undertaking employment with outside employers.

The *Family Love Camp* allows selected prisoners to spend time with their families, including conjugal visits. It is seen as an important incentive and also a valuable opportunity for prisoners and their families to truly reunite prior to release.

**(e) Singapore: Mandatory Aftercare Scheme**

Singapore’s prison population has been changing. More prisoners now have multiple prior convictions and a very large proportion have drug-taking histories. It is recognised that measures put in place while the person is in prison cannot solve the problems faced on release and over the past ten to twenty years there has been a very strong focus on community reintegration and on voluntary aftercare. However, it has also been recognised that more needs to be done to ensure the successful reintegration of high risk prisoners.



A *Mandatory Aftercare Scheme* ('MAS') has been developed, to come into force in 2013. Singapore does not have a parole system but it does grant remission, generally of one third of the sentence. Prior to the MAS, prisoners have not been subject to any conditions or monitoring during the remission period, but have been completely 'free'. This will change for those prisoners identified as a high risk to reoffend. During the remission period, they will be subject to supervision and monitoring. They may also be required to attend rehabilitation programs. The aim will be to gradually reduce the restriction and requirements as the person settles back into society. Offenders who breach MAS conditions may be returned to prison.

Many APCCA countries offer unconditional remission to prisoners and it will be interesting to learn more about the MAS at future conferences. It is a model which may have wider regional appeal, at least in countries which do not have a parole system.

#### **(f) Western Australia: Pre-release Centres**

Delegates to the 2009 APCCA in Perth were able to visit Boronia Pre-release Centre for Women. The Boronia model allows selected minimum security women to reside in shared houses. Boronia is surrounded by a fence to reduce the risk of escapes or intrusions but many of the women are able to go out of the centre for work or work seeking activities. The Boronia philosophy emphasises responsibility on the part of the women, the development of practical life skills such as budgeting and cooking, and preparation for release.

In late 2009 a '*Pre-release Unit*' ('PRU') was opened for male prisoners at Bunbury Prison. This unit is physically separate from the rest of the prison and is modelled on Boronia. Boronia and the Bunbury PRU appear to be successful in preparing prisoners for release. They also help to break down barriers between prisons and the community.

## **6. CONCLUSION**

The following principles emerged as the key to successfully managing long term prisoners:

- ✧ Instill a sense of hope;
- ✧ Create a secure and safe environment which is conducive to reflection and change;
- ✧ Provide a holistic management model which includes the engagement of psychologists and other professions;
- ✧ Ensure clear and fairly administered privilege/incentive schemes;
- ✧ Work towards the person's future release even if it is a long time off;
- ✧ Prepare prisoners for release through less restrictive environments and increasing personal responsibility; and
- ✧ Improve coordination between prisons and the community.

The presentations and lively discussions allowed all delegates to learn about innovative strategies and left everyone enthusiastic to learn more at APCCA 2013 in India, especially about the operations of India's open prisons.



## **AGENDA ITEM 5:**

### **WOMEN AND CORRECTIONS:**

#### **(i) AS OFFENDERS, AND (ii) AS OFFICERS OR OTHER STAFF**

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### **1. INTRODUCTION**

Prisons have traditionally been a very 'masculine' environment. The vast majority of prisoners are male and the majority of prison staff and management also tend to be male. However, in most parts of the region, the number of female prisoners has been increasing at a faster rate than the number of male prisoners over the past decade. As the number of female offenders rises, the number of women serving community based sentences is also increasing.

There is growing international recognition that female offenders have different needs from male offenders and that policies and practices which have evolved mainly for men do not meet the specific and complex needs of women. Thailand has played an important role in elevating international recognition of the special position of female offenders through its sponsorship of the *United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders* 2010, known as the 'Bangkok Rules' (see [www.elfi.or.th](http://www.elfi.or.th)).

Rule 42 of the Bangkok Rules is about prison regime and supplements rules 65, 66 and 70 to 81 of the *United Nations Standard Minimum Rules for the Treatment of Prisoners*. Rule 42 of the Bangkok Rules states:-

- (1) Women prisoners shall have access to a balanced and comprehensive programme of activities which take account of gender-appropriate needs.
- (2) The regime of the prison shall be flexible enough to respond to the needs of pregnant women, nursing mothers and women with children. Childcare facilities or arrangements shall be provided in prisons in order to enable women prisoners to participate in prison activities.
- (3) Particular efforts shall be made to provide appropriate programmes for pregnant women, nursing mothers and women with children in prison.
- (4) Particular efforts shall be made to provide appropriate services for women prisoners who have psychosocial support needs, especially those who have been subjected to physical, mental or sexual abuse.

Traditionally, prisons have been a predominantly male environment in another sense too; relatively few women have worked in corrections. However, the number of women working in prisons appears to have been rising in many parts of the region. Some of these women are custodial officers and others work in other areas such as education, health and psychological services. In addition, it would appear that a significant number of women often work in probation and community based corrections. Furthermore, there are many women working in administrative and support roles and an increasing number in senior management positions.



It was therefore timely and important for APCCA to examine issues relating to women in the correctional system, both as offenders and as workers in correctional settings. During the conference, Powerpoint presentations were delivered by delegates from Brunei, Hong Kong (China), India, Malaysia, Solomon Islands and Thailand.

## 2. WOMEN OFFENDERS

### (a) Policies and Strategies

Delegates discussed the policies and strategies that have been developed that directly targeted the needs of female offenders, and the extent to which it was possible to implement those strategies in practice.

Generally, it is the practice to screen female prisoners upon admission, to assess their treatment needs and medical requirements. In Brunei, they are also provided access to legal advice and their embassies or consular representatives, information about prison rules and regime, including facilities at the prison, rehabilitation programs and work opportunities. Internal and external healthcare services to female prisoners include gynaecological and mental health services which are provided by the Ministry of Health. One of Brunei's prison rules provide that every prisoner certified as fit by a medical officer will be required to engage in useful work. However, women with physical or mental health issues, and pregnant or nursing women are not allowed to work unless certified as fit to work by a medical officer.

The Correctional Service of Solomon Islands (CSSI) has received significant assistance, support and strengthening from donor nations through the Regional Assistance Mission to the Solomon Islands (RAMSI) Law and Justice Program. The CSSI is focused on providing prisoners with opportunities to gain skills, address the offending behavior and maintain contact with their families and community. Between 2007 and 2012, the Correctional Services of Solomon Islands had between one and four female prisoners. Although the number is very small, the Correctional Services of Solomon Islands' *Corporate Plan 2011 – 2015* includes a Mother and Child Policy to cater for the needs of female prisoners with children.

Hong Kong (China) has various ordinances to promote equal opportunity and to eliminate discrimination on the grounds of sex, disability, family status and race. In addition, there are Prison Rules and correctional policies to ensure that male and female prisoners are accommodated separately and are provided with equal standards of care and treatment in prison. This includes access to medical care, education, vocational training, psychological services, work opportunities and treatment programs to assist them in their rehabilitation process.

Over the years, the Correctional Services Department of Hong Kong (China) has re-prioritised its resource allocation by developing facilities and programs to meet the needs of its female prisoners. For example, two correctional facilities were redeveloped and modernised in 2010 and 2012. A *Personal Growth and Emotion Treatment for Women* is



available as part of the CSD's gender-responsive services for female prisoners. In addition, the CSD of Hong Kong (China), the Employees Retraining Board and non-government organisations have collaborated with one another to provide market-orientated vocational training courses to enhance the women's employment opportunities upon their release from prison.

As mentioned below, female prisoners in Thailand live in overcrowded conditions and do not readily have access to the various treatment and rehabilitation programs as their male counterparts. It was the gracious kindness of Her Royal Highness Princess Bajrakitiyabha who initiated the *Kamlangjai Project* (INSPIRE) and a project called *Enhancing Lives of Female Inmates* (ELFI) to raise the standards for the treatment of female prisoners. ELFI became an international project which led to the development of the *Draft United Nations Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders*. This draft was approved and adopted by the 65<sup>th</sup> session of the United Nations General Assembly in 2010, and became known as the *Bangkok Rules*.

Thailand acknowledged that it had a lot of work to do to implement the Bangkok Rules by formulating and implementing strategies to enhance the standards on the treatment of female prisoners at an international level. Of importance, as a result of HRH Princess Bajrakitiyabha request in late 2012, the Thailand Institute of Justice will be playing a leading role at an international level, in promoting and implementing the Bangkok Rules, including research in the criminal justice system and human rights, to provide female prisoners with more appropriate and balanced treatment than what actually exists now.

#### **(b) Number of women prisoners and foreign nationals**

Many of the papers discussed the trends with respect to female prisoners in the prison system. Although there are differences across the region, female prisoners generally constitute a growing proportion of the prison population. It is generally predicted that this trend is likely to continue. The specific reasons for these trends vary across the region but include cases where women have murdered their husbands after suffering from abuse themselves, and a greater use of drugs leading to associated crimes.

According to the 2011 World Female Imprisonment List of International Centre for Prison Studies (ICPS)<sup>19</sup> the Maldives has the highest percentage of female prisoners in its prison (21.6%). This is followed by Hong Kong (China) with 20%; Bahrain 18.5%; Andorra 16.4%; Macao (China) 14.8%; Qatar 14.7% and Thailand 14.6%.

During the agenda item session, Brunei reported that female prisoners constituted 13% of its total prison population, and this number had remained relatively stable over the past few years. In 2011, the Brunei Prisons Department had a total of 812 prisoners, of which 106 (13%) were female prisoners. About 90% of the female prisoners were first-timers whilst 7% were offenders who were convicted for the second time. Of the female offenders who received their first conviction, 59% were foreign nationals and 32% were local nationals.

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<sup>19</sup> Walmsley, R (2011) World Female Imprisonment List (2<sup>nd</sup> Ed), International Centre for Prison Studies.



Between 2002 and 2011, the average percentage of the female prisoner population in Hong Kong (China) was 20% of its total prisoner population. Its total prisoner population for the same period fluctuated between 9,658 and 13,091. In 2011, the Correctional Services Department of Hong Kong (China) had a total of 4,108 admission of sentenced women. Of the 4,108 women, 3,811 were sentenced to prison, 260 were admitted to the Drug Addiction Treatment Centre, six to a Training Centre and 31 to Rehabilitation Centres.

In Malaysia, between 2001 and 2011, the total prison population fluctuated between approximately 80,000 to 145,000 female prisoners. However, the total number of female prisoners during the same period varied between 15,000 and 20,000. The number of female prisoners peaked in 2007 (to about 22,000) but the number has gradually declined since then. The decline is due to economic reasons, changes in government policies, and in the number of community based programs being granted (for example, attendance orders and parole) which commenced in 2008. The 2011 statistics indicate that out of the 14,371 women prisoners, 6,707 were first offenders, 1,589 were second-timers, and 154 were serious repeat offenders.

Between 2007 and 2012, there have only been a small handful of female prisoners held in prison in the Solomon Islands – namely, three prisoners in 2007, two in 2008, four in 2009, none in 2010, one in 2011 and four in 2012. In 2007, one of the women prisoners was from South Africa who was convicted of illegal entry into the country. The four prisoners who were incarcerated in 2012 had committed simple larceny and were released in May 2012. Hence, during the conference in October 2012, the delegate from the Solomon Islands reported that there were no female prisoners in its prisons at that time.

Since 2006, the number of female prisoners in Thailand has increased dramatically from 23,740 in September 2006 to 35,147 in August 2012. On average, female prisoners constitute 14.6% of the total prisoner population. This phenomenon has had a huge impact on the delivery of prison administration services, accommodation and the treatment of female prisoners within a prison environment which has been designed for male prisoners (discussed further below). One possible reason for the increasing trend is that women tend to be easily lured into the drug trade. As discussed below, about 82% of the female prisoners have been convicted of drug-related offences.

Another possible reason for the high proportion of female prisoners in Thailand is that ‘there is no effective measure for providing alternatives to prison in Thai criminal justice system’. Although there are alternatives to imprisonment measures in the *Criminal Procedure Code*, these practices have not been used. Thailand reported that “the wider society and people in criminal justice system do not truly understand and realize the crucial importance of these measures for providing female prisoners with special treatment due to the limitation of custodial settings, the physical differences and the social roles of men and women (particularly the pregnant inmates and female prisoners who have to raise their young children in prison can be treated poorer than the standards which apply to the treatment of male inmates.”

During the presentations, discussions were also held regarding the number of foreign national women prisoners. For example, according to the statistics for August 2012, the





Prisons Department of Malaysia had 1,431 foreign women prisoners who came from countries such as Indonesia (638), Philippines (341), Thailand (123), Vietnam (81), Myanmar (80), the Republic of China (38), Iran, Cambodia, India, Nigeria, Singapore, Ghana, South Africa and Sri Lanka.

Hong Kong (China) reported that in 2011, of the 3,811 women admitted to prisons, 24% were local Chinese, 47% were from Mainland China and 29% were from other countries. It is interesting to note that between 2006 and 2011, the total number of female Mainland Chinese incarcerated in prison decreased from 6061<sup>20</sup> to 1,805<sup>21</sup> due to the declining number of prisoners committing immigration offences. The growing economy in China and the rising income of Mainland Chinese over the past few years are possible contributing factors to the downward trend in numbers.

Rule 53 of the Bangkok Rules is about foreign nationals<sup>22</sup> and provides that:-

- (1) Where relevant bilateral or multilateral agreements are in place, the transfer of non-resident foreign-national women prisoners to their home country, especially if they have children in their home country, shall be considered as early as possible during their imprisonment, following the application or informed consent of the woman concerned.
- (2) Where a child living with a non-resident foreign-national woman prisoner is to be removed from prison, consideration should be given to relocation of the child to its home country, taking into account the best interests of the child and in consultation with the mother.

At the conference in 2011 in Japan, delegates had expressed an interest for a workshop to be held to discuss the international transfer of foreign prisoners in the future. It would be an opportunity then to consider the application of Rule 53 of the Bangkok Rules to female foreign prisoners.

### **(c) Trends in crime and sentence length**

In Brunei, the women are usually incarcerated for non-violent or less serious offences. In 2011, the types of offences include immigration-related offences (24%), theft (13%), drug abuse (8%), breach of trust (6%) and religious or moral offences (for example, close proximity involving an unmarried couple under Islamic law). In 2011, about 35% of its total female offenders were sentenced to 6 months' imprisonment and there were no female offenders sentenced to life imprisonment or death.

In 2011, a total number of 4,108 women were admitted to the correctional facilities in Hong Kong (China). The majority (39%) had committed immigration offences whilst other offences included soliciting for immoral purposes and possession of dutiable commodities under Local Laws<sup>23</sup> (26%), theft related offences (22%), narcotic related offences (9%) and violent offences (2%). With regard to the sentence length, about 1,390 (36%) of the women

<sup>20</sup> Of the 6,061, 5410 were Legal Entrants and 651 were Illegal Immigrants.

<sup>21</sup> Of the 3,811, 1,643 were Legal Entrants and 162 were Illegal Immigrants.

<sup>22</sup> Rule 53 of the Bangkok Rules supplements Rule 38 of the United Nations *Standard Minimum Rules for the Treatment of Prisoners*.

<sup>23</sup> Local Law offences include publishing obscene articles, soliciting for immoral purposes, possession of dutiable commodities, common assault, and breach of supervision or court order.



received a sentence of three months or less (mainly for immigration offences) and 393 women (about 10%) received a sentence between six and 12 months. There were 645 women (16.9%) who received a sentence of between one and three years' imprisonment; 97 women (2.6%) received three to 10 years' imprisonment; 32 women received a sentence of 10 years or more, and one person was sentenced to life imprisonment.

In 2011, there were about 14,371 women prisoners in prisons in Malaysia. About 6,146 of the women received a sentence of less than six months, and 5,490 of them were foreigners. About 245 local women prisoners and 135 foreign prisoners received a sentence between three and six years. About 15 local prisoners and 6 foreign prisoners were sentenced to six to 10 years' imprisonment. Two prisoners received a sentence between 10 and 20 years, whilst eight were placed on death row (two locals and six foreigners).

The Solomon Islands reported that the types of offences committed by its female prisoners include simple larceny, fraud, false pretences and drunk and disorderly.

In Thailand, according to its June 2012 statistics, about 82% of female prisoners were incarcerated due to drug-related offences, compared with 65% of its total prisoner population. Most of these female prisoners were typically first-time offenders, had committed drug-related offences, were small-scale drug dealers, or had committed crimes due to necessity. Thailand indicated that these women were vulnerable and had been lured into the drug trade. In essence, they were both criminals and victims of drug-related offences. Other types of crimes committed by female prisoners include sexual offences, offences against social security, bodily harm and offences against life.

#### **(d) Age, marital status, education and socio-economic background**

The majority of female prisoners in Brunei, Malaysia and Thailand fall within the age group of 20 to 30 years. The second highest age group is between 30 and 40 years. However, in Hong Kong (China), the majority of female prisoners are in the 30 to 39-year bracket, followed by those aged between 40 and 49 years.

In Brunei, female prisoners constitute 13% of the total prisoner population. The majority of its female prisoners are vulnerable as they are typically first-time offenders between 18 and 30 years, who are married with children, unemployed, serving short sentences, and have physical health issues.

The 2011 statistics for Brunei revealed that of the 106 female prisoners, the majority fell between the ages of 18 and 30 years (41%) whilst 33% were aged between 31 and 40 years. About 22% were in their forties and 5% in their fifties. About 44% were married whilst 30% were widows or divorcees, and 26% were single women. It is interesting to note that 82% of the female prisoners had primary education, but only 1% had received higher education. About 65% were unemployed prior to incarceration.

As mentioned above, it is interesting to note that in 2011, nearly 31% of the 4,108 women admitted to the correctional facilities of Hong Kong (China) were aged between 30 and 39 years. About 25% fell within the age group of 40 to 49 years. About 17% were aged



between 25 and 29 years, and 3.6% in the 18 to 20-year bracket. Only 1.3% were aged between 14 and 17 years, whilst 2.9% were aged over 60 years. With regard to their marital status, nearly 50% were married, about 37% were single, nearly 11% were divorced and about 1% were widowed. About 78% of the female population were under-educated and unskilled.

Hong Kong (China) reported that the majority of its female prisoners were Mainland Chinese from poor social economic background with minimal education, who have been lured to commit vice and illicit activities. However, there is now a changing trend with young local women committing theft and abusing psychotropic drugs due to peer influence.

Malaysia reported that according to its statistics for August 2012, from a total of 8,780 women prisoners, 484 Malaysians and 3,321 foreigners were aged between 21 and 29 years. The next cohort fell between the ages of 30 and 39 years (382 Malaysians and 2,738 foreigners), followed by those aged between 40 and 49 years (155 Malaysians and 870 foreigners). There were 58 Malaysians and 110 foreigners aged between 50 and 59 years. Those aged below 21 years included 122 Malaysians and seven foreigners. There were only three Malaysians and seven foreigners who were aged 60 years or over.

With regard to education, Malaysia indicated that out of 7,559 women prisoners, 49% were illiterate, 36% had primary education, 13% had secondary education and 2% were university or college graduates.

In Thailand, according to its June 2012 statistics, 39% of its prisoners were aged between 20 and 30 years, whilst 34% fell within the 30 to 40-year old bracket. Those aged between 40 and 50 years constituted 19% of the female population, and 4% were aged between 50 and 60 years. Only 3% were aged between 18 and 20 years, and 1% was aged more than 60 years.

#### **(e) Female prisoners with children**

Rule 50 of the Bangkok Rules states:

‘Women prisoners whose children are in prison with them shall be provided with the maximum possible opportunities to spend time with their children.’

Rule 51 of the Bangkok Rules states:

- (1) ‘Children living with their mothers in prison shall be provided with ongoing health-care services and their development shall be monitored by specialists, in collaboration with community health services.
- (2) The environment provided for such children’s upbringing shall be as close as possible to that of a child outside prison.

Rule 52 states:

- (1) Decisions as to when a child is to be separated from its mother shall be based on individual assessments and the best interests of the child within the scope of relevant national laws.



- (2) The removal of the child from prison shall be undertaken with sensitivity, only when alternative care arrangements for the child have been identified and, in the case of foreign-national prisoners, in consultation with consular officials.
- (3) After children are separated from their mothers and placed with family or relatives or in other alternative care, women prisoners shall be given the maximum possible opportunity and facilities to meet with their children, when it is in the best interests of the children and when public safety is not compromised.

As reflected in the Bangkok Rules, it is increasingly acknowledged that there are some fundamental differences between male and female offenders. This means that female-specific strategies and initiatives are required in prisons and community corrections. These include recognition of the fact that many women are mothers and often they are the primary caregivers for their children.

Some of the papers discussed practices with respect to young children staying in prison with their mothers. Usually, if this is allowed, it is only up to the age of around 12 months, but some prison systems allow a longer period and in some countries, individual prisons may be set up to accommodate older children.

In Brunei, between 2007 and 2011, there were 14 women who were pregnant at the time of admission. Mothers are allowed to keep their babies with them for up to the age of two years or longer, with the best interest of the child as the paramount consideration. Children without parental care or protection in the community are allowed to reside with their mothers. This is also the case with foreign nationals. Ante-natal and post-natal care is provided to the mothers. In addition, the Brunei Prison Department provides facilities as well as necessities such as food, clothing, bedding and diapers for the babies and children when they reside with their mothers in prison.

In Hong Kong (China), mothers and their babies are accommodated in a special ward at a hospital which provides suitable nursing and healthcare facilities. Babies up to the age of nine months are allowed to reside with their mothers in correctional institutions. Subject to the approval of the Commissioner of the Correctional Services Department, toddlers up to the age of three years may stay with their mothers. In addition, the mothers are exempted from work so that they can care for their own children. Ante-natal and post-natal care is provided to in correctional institutions for female prisoners. Babies are vaccinated after birth and receive regular medical screening and health care services at public clinics.

It is accepted that prolonged period of physical separation can have a detrimental effect on the relationship between mothers and their families as well as the personal development of the children. Thus, in Hong Kong (China), the Half Day Child Visit Program provides opportunities for female prisoners to maintain physical contact, bond with their children and fulfil their parental role and responsibilities. Child Visit Centres with a playroom, toys and books have been established in female correctional facilities for children up to the age of 6 years, to visit their mothers.

In Hong Kong (China), non-Government organisations (NGOs) have been invited to play a role in providing suitable programs and activities for the mothers and their children such as:-



- ✧ the Playright Children's Play Association provides play development programs for children under the age of three years.
- ✧ The 'Happy Face' program aims to enrich a child's physical, cognitive and emotional development. It also strengthens the parent-child relationship through structured play sessions by bringing positive changes in the child's personal growth and bonding between them.

Malaysia reported that in August 2012 there were 22 women prisoners (11 Malaysians and 11 foreigners) who had a child living with them in prison. Seven of the children were aged between 13 and 24 months, whilst the rest were less than 12 months old. According to the prison regulations,<sup>24</sup> children under the age of three years are permitted to stay in prison, with the approval of the Director General of the Prisons Department. However, the Director General may grant special authority to extend the age limit to four years, depending on the circumstances of the case. Whilst in prison, the child is allowed to visit his/her mother. The prison authority provides childcare facilities in the prison, and the basic necessities for the child, including ongoing healthcare services and monitoring of the child's development by specialist in collaboration with the community health services.

When a child reaches three or four years old, the Prisons Department of Malaysia makes every effort to place the child under the care of relatives. If there are no relatives, the child will be placed in a welfare home until such time when his or her mother is released from prison. A child residing at a welfare home is not allowed to visit his/her mother in prison, and will only be re-united when his/her mother is released from prison.

In the past, the Correctional Services of Solomon Islands has had female prisoners (on remand or convicted) in prison with their babies. This had placed extra responsibility for female staff as they had to escort the mother and child to the nearest clinic for postnatal care. As a result, a Mother and Child Policy has been developed as part of its Corporate Plan 2011-2015 which specifies the length of time a child is allowed to stay with his or her mother in prison, and contains a special management plan for them. The regime for female and male prisoners is similar. However, special care is given to mothers and those who are sick.

#### **(f) Healthcare needs and services**

Brunei reported that prior to their admission, about 34% of its 106 female prisoners had pre-existing medical conditions ranging from hypertension (13%), diabetes (6%), hepatitis (3%), asthma (3%) and leukemia (1%). Only 2% of its total female prisoners had a history of diagnosed psychiatric disorder. Females with mental health issues are assessed at a hospital. Those who require psychiatric treatment are transferred to or hospitalised temporarily at the psychiatric ward of the hospital.

According to the statistics for August 2012, Malaysia reported that out of 1,219 prisoners (male and female), there were 481 prisoners with psychiatric disorder, 480 prisoners with Hepatitis, followed by 187 with tuberculosis and 71 with HIV/TB.

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<sup>24</sup> Part 3, Admission, Discharge, Removal and Custody in Prison Regulation 2000.



Hong Kong (China) reported that between 2000 and 2011, the number of female prisoners who were drug abusers had doubled from 403 to 821. It was acknowledged that the complex physical and psychological needs of these women have hampered their rehabilitation process. Thus, to resolve this issue, the Nei Kwu Correctional Institution was set up to provide compulsory residential drug rehabilitation treatment for women who have been confirmed to be drug dependent by the court. Female prisoners at this institution are assessed on their risk of re-offending and rehabilitative needs based on the following seven domain to map out their respective needs and rehabilitation programs:-

- ✧ Vocational and employment needs
- ✧ Family and marital needs
- ✧ Substance abuse needs
- ✧ Community functioning needs
- ✧ Associates needs
- ✧ Intellectual, social and emotional problem needs
- ✧ Criminal thinking needs

Primary medical services are provided in all correctional institutions in Hong Kong (China). On admission, every prisoner is examined by a qualified medical officer to assess the individual's medical and drug history, and infectious diseases. Drug addicts and women with multiple partners are advised to receive further medical assessments such as blood tests. Those who require specialist treatment will be sent to a specialist clinic. Education on sex, AIDS prevention and blood borne diseases are provided to prisoners by professional social workers and by the Society of Rehabilitation and Crime Prevention. Family support services are also available to female prisoners.

Women have different psychological needs from men. To address their psychological and psychosocial needs, female prisoners in Hong Kong (China) have access to counseling services, Mental Health Program and Violence Prevention Program to address their psychological, attitudinal and behavioural issues including adjustment to a prison environment.

#### **(g) Rehabilitation, treatment and vocational/educational programs**

Generally, the daily regime of female prisoners is similar to male prisoners in terms of access to rehabilitation, work and educational programs. In Brunei, female prisoners have access to individual and group counseling, religious counseling, career counseling, peer support programs, substance abuse program, and physical and recreational programs. According to Brunei Prisons Department's rules, every prisoner who has been certified as fit by a medical officer, is required to engage in useful work. However, this rule does not apply to women with health and mental issues, and pregnant or nursing women. Female prisoners are provided with work and vocational training programs such as tailoring, knitting, handicraft, fine arts, weaving, food preparation, laundry services, agriculture, landscaping and cleaning.

A survey conducted by the Rehabilitation Section of the Female Prison Institution in Brunei found that female prisoners were concerned about their reintegration into the community on matters such as housing, employment, family issues, financial and health issues. As a





consequence, the Rehabilitation Section has established a pre-release program in conjunction with governmental and non-governmental organisations to assist the women prior and during their reintegration into the community. This ensures that female prisoners have a reliable support network that meets their specific needs and prevent them from re-offending.

The Prisons Department of Malaysia has implemented a *Human Development Program* which is a daily regimen for women prisoners based on core rehabilitation phases:-

- ✧ Phase 1 – Discipline Development (2 months)
- ✧ Phase 2 – Personality Enhancement Program
- ✧ Phase 3 – Skill/Trade Development
- ✧ Phase 4 – Re-Release Program (6 months)

The *Human Development Program* in Malaysia is similar to the program for male prisoners except that the types of skill/trade training offered to female prisoners are sewing, cooking, baking and batik painting. Additional programs are offered to pregnant women, nursing mothers and those with children.

Female prisoners in Hong Kong (China) can access vocational programs which are provided through the cooperation of the Employees Training Board and NGOs in market-orientated skills and accredited qualifications to increase their chances of employment upon release in areas such as nail technician, hairstyle and beauty care, computer applications, commercial and retail service, and food and beverage. Young female prisoners are also encouraged to participate in voluntary educational pursuits. If necessary, accredited public examination will be arranged to enable them to obtain the necessary academic qualifications to further their studies after their release from prison.

As mentioned above, of the 4,108 women admitted to correctional facilities, about 44% are Mainland Chinese. Rehabilitation services provided to them include classes in Basic English, Cantonese, African drum, sketching, Chinese calligraphy, skincare, and group activities.

In addition to psychological counseling services, Psychological Gymnasium was officially launched at the Lo Wu Correctional Institution in Hong Kong (China), to coincide with the International Women's Day in 2011. This marked a new era in the development of rehabilitation services provided by the Correctional Services Department of Hong Kong (China). The '*Psy Gym*' is a Personal Growth and Emotion Treatment Centre which delivers tailor-made programs to female prisoners through personal coaching in a therapeutic environment that caters to the individual's response to crisis, personal growth, and treatment on emotional issues and trauma. It contains Cognitive Behavioural Therapy and Positive Psychotherapy, as well as assessments on risk of re-offending, rehabilitation and treatment needs. The aim is to strengthen the individual's response to psychological trauma, rebuild positive interpersonal relationships and manage their emotional problems, in readiness for their eventual release into the community.

In the Solomon Islands, every prisoner is assessed and an individual management plan is devised for him or her. At the Rove Central Correctional Centre, female prisoners can access various programs:-

- ✧ *Education Stream* – Basic numeracy and literacy programs are delivered in English and Pidgin.



- ✧ *Vocational Stream* - Accredited courses are provided through the Solomon Islands College of Higher Education in woodwork, joinery, construction, electrical, plumbing, and outdoor motor, chainsaw and small bush repairs. NGO providers deliver programs such as sewing machine maintenance, small nursery and food handlers certificate course run by the Ministry of Health and Medical Services.
- ✧ *Life Skills Stream* – This includes financial literacy, health awareness, family relationships, risk management and self esteem.
- ✧ *Faith Stream* – Bible Studies from basic level to theological studies are available.
- ✧ *Offending Stream* – This commenced in 2009. The Sex Offenders program, Violent Offenders program (including anger management) and the Drug and Alcohol Misuse program are run as a group program. The Domestic Violence program is provided through one-on-one counseling by a Prison Chaplain.

#### **(h) Prison design**

During the agenda item session, there was discussion on the extent to which prisons are being designed to meet the specific needs of women prisoners, including the main design differences between male and female prisons. In some countries, some prisons may also house both male and female prisoners.

There are three prisons in Brunei, one of which is solely for female prisoners. The Female Jerudong Prison is small and accommodates 45 prisoners. According to the prison rules, male and female prisoners must be kept separately. However, the design for all three prisons is the same. Similarly, in Malaysia, the prison design is the same for both genders, and women prisoners are segregated from the men in the prison, for safety and moral reasons. The only exception is the Kota Kinabalu Women Prison which has been built to accommodate female prisoners only.

There are seven penal institutions for female prisoners in Hong Kong (China). Each institution caters to the different treatment needs of the women. For example, the Lai King Correctional Institution is a minimum security facility which is a remand centre, training centre and a prison for female offenders aged between 14 and 20. The Nei Kwu Correctional Institution is a drug addiction treatment centre, and the Tai Lam Centre for Women is a maximum security prison which holds remandees and sentenced adult prisoners. There are two Rehabilitation Centres which run rehabilitation programs for young women. Female prisoners sentenced under the Mental Health Ordinance are placed in a separate unit at the Siu Lam Psychiatric Centre where they receive psychiatric assessment and treatment. In addition to the seven correctional facilities, there is a halfway house for female prisoners who have been released from the training centre, drug addiction treatment centre and those who have been discharged under a supervision scheme and pre-release employment scheme. All the facilities are equipped to meet the needs of the women.

To alleviate the overcrowding problem in female remand facilities and to address the rehabilitative needs of female prisoners, refurbishments at the Lo Wu Correctional Institution in Hong Kong (China) was completed in 2010 to accommodate 1,400 female prisoners. In addition, the redevelopment of Tai Lam Centre for Women commenced in



August 2012 to provide a better custodial environment and facilities to suit the needs of its female prisoners.

As mentioned above, the number of female prisoners in the Solomon Islands varied between nil and four between 2007 and 2012. Female prisoners are accommodated at the Rove Central Correctional Centre as the provincial correctional centres do not accommodate female prisoners. The Auki Correctional Centre has a block for female prisoners, but to date, it has not received any female prisoners.

As mentioned above, since 2006, there has been a large increase in the number of female prisoners in Thailand. This has had an impact of prison administration and the delivery of services, treatment programs and accommodation for the women in existing prison infrastructure which was designed to cater for the needs of male prisoners. There are 68 prisons for men which have separate units for the women. These units have been built to accommodate between 30 to 60 prisoners in each prison, but in reality, 200 to 300 women are placed in these units.

Thus, the prison overcrowding situation has caused problems to provide treatment, rehabilitation, educational, vocational, religious, development and pre-release programs for the women in these units. By contrast, male prisoners are housed in facilities that have separate units to attend the various programs including a prison canteen and recreational areas.

In addition to the above units for female prisoners, there are eight female correctional institutions in several parts of Thailand which provide female prisoners with the same level of appropriate programs as male prisoners. However, the geographical locations of these institutions have created some problems for the women to maintain contact with their families due to huge travelling expenses and travel time. This has caused a negative impact on the relationship between the women and their partners and children, and in particular, the development of the children. To resolve this issue, Thailand acknowledged that it has to develop special programs for the care of babies and children residing in prison with their mothers, as well as delivering appropriate programs for the women to address their healthcare, rehabilitation, and reintegration needs.

#### **(i) Prison staffing**

In some countries, prisons for women are staffed only with female officers (and male prisons are staffed only by male officers). However, in more and more countries, there is now a mix of both male and female officers working in both male and female prisons.

The prison rules in Brunei prohibit male prison officers from entering the Female Jerudong Prison except for operational reasons (such as security matters) or in the company of a female prison officer. The prison rules require that the female prison be managed and staffed by female personnel such as prison officers, counselors, religious teachers, vocational instructors and nurses. The same rules also apply in Malaysia.



### (j) Conclusion on women as offenders

Whilst female prisoners constitute a small number of the total prison population, it is nevertheless important to consider and implement the Bangkok Rules in order to address the specific needs of female prisoners. In some countries in the Asia-Pacific region, the number of female prisoners is growing rapidly. The *challenges* for the future include the following:-

- ✧ The papers and presentations confirmed, in line with international research, that female offenders tend to have particularly high needs and to face a variety of complex challenges. For example, some countries mentioned that there are higher rates of mental illness amongst female prisoners than amongst male prisoners and many referred to high levels of substance abuse (drugs and alcohol). Women also have different and higher needs with respect to hygiene and physical health.

Furthermore, in most countries, a large number of female prisoners are themselves victims as well as offenders, often having been subject to sexual or physical violence, or drug abuse. This means that they require different –often more complex – forms of counselling, support and spiritual guidance.

- ✧ Although correctional institutions are being built for female prisoners, more units need to be built to meet the increasing number of female prisoners.
- ✧ In addition, more can be done to ensure that female prisoners have access to appropriate healthcare services, treatment and rehabilitation programs, and vocational and educational programs, to successfully reintegrate into the community upon their release from prison.
- ✧ In some countries, there is a serious challenge in recruiting sufficient number of female officers due to the increasing number of female prisoners entering the custodial system.

In light of the above, there is an urgent need to address issues such as prison design, provision of gender-specific treatment and rehabilitation programs, and programs and facilities for pregnant women, nursing mothers, babies and young children who reside with their mothers in prison. Importantly, as stated by Brunei, the female prisoners (including those who are mothers) should be given the opportunity to participate in the development of policies, programs and practices so that they do effectively meet the women's specific needs and issues.

## 2. WOMEN WORKING IN CORRECTIONS IN THE SOLOMON ISLANDS

Women may work in prisons themselves, in community corrections, in administrative positions or in senior management. Delegates were invited to consider these roles as well as the challenges facing women employees.

During the agenda item session, Solomon Islands delivered a presentation on women as officers in the Correctional Services of Solomon Islands (CSSI). The CSSI has received significant support and assistance from donor nations, through the Regional Assistance



Mission to the Solomon Islands (RAMSI) Law and Justice Program. Initially, through RAMSI, many key positions in CSSI were held by expatriate advisers. However, over the past four years, all positions are now held by local staff. It is important to note that during the transition process, the CSSI has developed a *Corporate Plan 2011 – 2015* which includes policies and procedures regarding:-

- ✧ Annual Work Plan
- ✧ Equity in the Workplace
- ✧ Code of Conduct
- ✧ Workplace Harassment Policy and Procedure
- ✧ Open Merit recruitment
- ✧ Maternity Leave and Return to Work Policy
- ✧ Mother and Child Policy

Currently, the main priority for CSSI is staff development, and in particular, leadership and management development and opportunities for local staff. The presentation by Solomon Islands discussed the issue of women working in the CSSI. In particular, the following issues were discussed:-

- ✧ the barriers and challenges faced by women working in corrections;
- ✧ the initiatives that support women in CSSI, including the resultant benefits;
- ✧ the key recommendations for gender equity and equality.

This part of the agenda item therefore focuses on women as officers in the CSSI, including discussions generated during the agenda item session.

#### **(a) Prisons**

Broadly speaking, there are two main areas where women work in a prison in circumstances where they will have regular and direct contact with prisoners. First, they may be custodial officers. Secondly, they may provide services such as health, education, counselling and psychological programs.

During the 20<sup>th</sup> Century, female officers commonly worked in women's prisons but many countries took the view that it was not appropriate or desirable for women to work as custodial officers in men's prisons. Considerable variation of practice still exists in 2012. Some countries continue to adopt the principle that female officers should not work in male prisons. However, it would appear that an increasing number no longer adopt this gender divide.

Importantly, many countries have found that the presence of female officers is, on balance, a positive thing in male prisons because male prisoners are more respectful to women and the women are sometimes better able to defuse volatile situations than men. Obviously, however, there are some tasks, such as searches, which must be carried out by a person of the same sex.

Most delegates acknowledged that although much has been achieved in improving the opportunities and working conditions for female officers, there is room for further improvement and development. This may include systems and processes to support and assist female officers in their role as well as targeted opportunities for career development.



Across the region, a significant number of women work in both male and female prisons in the delivery of services such as education, psychological counselling, health services and offender treatment programs.

✧ ***Correctional Services of Solomon Island (CSSI) Women's Network***

Prior to 2006, women officers in the Solomon Islands were only permitted to work in female blocks and in administrative units within the prisons. However, a turning point occurred in 2007 with the introduction of the *Correctional Service Act 2007* and the *Correctional Service Regulations 2008* which removed the restrictions placed on women officers by allowing them to work in male blocks in the company of male officers.

Since 2007, the CSSI has been working towards improving gender equity and equality including the development of women working in the organization. In 2008, an important development occurred when CSSI women officers established the *CSSI Women's Network* to advocate for gender equity and equality within CSSI. Over the years, the *CSSI Women's Network* has grown in strength resulting in substantial improvements in terms of gender equity and equality for women officers as it provided a platform for women to effectively voice their concerns and needs to the relevant authorities.

During the presentation, it was revealed that there were 47 women officers working in operational duties and 16 women officers in administration at CSSI Headquarters. There are six correctional centres in the Solomon Islands and women officers have been posted to all centres performing shift duties and administrative duties at the visiting sections, gate lodge, support services, catering, prisoners affairs and Emergency Response Group. However, there are a number of restrictions placed on women officers. For example:-

- Women officers are not allowed to search male prisoners. Equally, their male counterparts are not allowed to search female prisoners.
- For security and safety reasons, women officers working in male blocks are required to be escorted by male officers at all times during shift duties.

The presentation from the Solomon Islands identified a number of risks and benefits in having women officers working in the prison environment. Some examples of the benefits include the following:-

- Male prisoners respect and treat female officers like their mothers, sisters or aunties. Hence, male prisoners approach female officers about their concerns and issues, rather than male officers.
- Male prisoners tend to act aggressively to male officers. However, they listen more to female officers. Hence, female officers are referred to as the "Cooling Tablets" or "Panadol" due to the calming effect they have on male prisoners.

The following risks factors were identified:-

- Although female officers are a 'cooling tablet' for prisoners, this in itself poses a potential risk to female officers as their interaction with male prisoners may be perceived by some prisoners as trying to develop a close and intimate relationship. This can cause conflict among the male officers and prisoners.





- There are no safety mechanisms in place for female officers working in the male accommodation blocks and interacting with male prisoners.

Overall, giving Solomon Islands women the opportunity to work in various responsible positions with all types of offenders within the CSSI, has been a significant and rewarding experience, not only for the female officers but also for the male officers in breaking the barriers faced by Solomon Islands women. This is discussed in detail below.

## **(b) Administration and Management**

In many countries women work in administrative support positions, including areas such as finance, human resources, and secretarial and administrative support. These are vital roles in any system.

However, in many countries, the majority of senior management positions (such as Commissioners, Assistant Commissioners, and Directors of various areas) are still occupied by men. This is not surprising given that most custodial officers are male and that they have 'worked their way' up to the top, and bring that experience to the role. However, more women do now seem to be achieving higher level management positions. Nevertheless, there is still a need for improved support and career development systems for women who would like to take on such roles.

### ✧ ***Barriers and challenges for women officers at CCSI***

During the agenda item presentation by the Solomon Islands, a number of barriers and challenges were identified which hamper the career development of women officers in CCSI:-

- *Harassment and discrimination of women in the workplace* - Women officers have been harassed or discriminated in the workplace, but have not had the confidence to report such conduct due to lack of support or mechanism to lodge a grievance or complaint against the wrongdoer. Recently, the *CCSI Women's Network* implemented a *Workplace Harassment Policy and Procedure* to support its women officers.
- *Shift work and family issues* - Working in corrections require staff to work on rosters or shift work. It has been an issue for women to generate understanding and support from their family members in relation to shift work.
- *Maternity leave and breastfeeding* ~ The importance of maternity leave and the need for women to breastfeed their babies after they return to work continue to be an ongoing issue. Negative comments and lack of understanding from male counterparts have at times, affected the morale of women officers and have hampered their career advancement and promotion opportunities. However, in recent times, the *CCSI Women's Network* implemented some policy initiatives including the *Maternity Leave and Return to Work Policy and Procedure*.
- *Lack of qualifications* – In terms of appointments and promotion, lack of qualifications is the biggest stumbling block faced by women in CCSI. In addition,



across the Solomon Islands, there is limited opportunities and funding for professional development of public servants.

- *Cultural issues* – The CCSI is a male dominated organization and the cultural mindset is that women should work under male supervision in positions that require minimal responsibilities. In addition, there is a belief amongst some men that women are unable to balance work with family responsibilities. Consequently, only a handful of women have managed to be appointed or promoted to higher positions (see the statistics below).
- *Lack of confidence and low self-esteem* – It is not in the culture of Solomon Islands women to speak out for themselves or 'sell' themselves. CCSI has policy on merit-based recruitment which requires appointments and promotions to be made as a result of an interview process. Thus, women at CCSI require training and practice to overcome their fears and build their confidence in 'selling' themselves about their abilities so that more recognition will be given to them which reflect their talents, achievements and abilities.

✧ ***Recruitment by gender (2009 – 2012) and CCSI women officers in senior management positions***

In 2009, 30 male officers were recruited by CCSI compared with eight female officers. In 2010, only two male officers were employed. In 2011, 15 male officers and 5 female officers were recruited. In 2012, the number of officers employed by CCSI was 30 male officers and 10 female officers.

Solomon Islands reported that as at October 2012, a total of 68 women worked at CCSI. This constitutes 17% of the total number of officers employed by CCSI. The ranks held by the women included four Inspectors, one Senior Sergeant, 17 Sergeants and 46 Custodial Officers. However, only five of the 68 women officers held positions in senior management:-

- Inspector who is acting Chief Superintendent as Director of Finance and Administration, Finance Unit.
- Inspector, Deputy Director Finance, Finance Unit.
- Inspector, Executive Officer to the Commissioner, Headquarters.
- Inspector, Quarter Master, Stores.
- Inspector, In charge of Juveniles, Rove Correctional Centre.

✧ ***Career development for CCSI women officers***

With regard to career development for women officers at CCSI, the following initiatives have occurred:-

- In 2011, one female officer graduated with a Diploma in Finance.
- In 2011, female officers at the Juvenile Unit completed a certificate in Human Development Training in Malaysia.
- Three female officers are currently undertaking tertiary studies with the University of South Pacific in the Solomon Islands and the University of Papua New Guinea.
- One female officer is currently completing a Diploma in Electrician in Fiji.



(c) **Achievements and improvements for the future**

✧ ***Outcomes of the first annual Pacific Islands Regional Correctional Women's Conference 2011***

The first annual *Pacific Islands Regional Correctional Women's Conference (PIRCWC)* was held in 2011 and was attended by 70 women from 12 Pacific Island Countries. The theme for the conference was '*Breaking Barriers and Promoting Positive Change*' and gave the opportunity for the participants to share their working experience in corrections. The conference resulted in the following core outcomes:-

- The Pacific Island Regional Women in Corrections Gender Equity and Women's Development Action Plan
- Country Action Plan inclusive of gender equity actions and improvements to correctional centre management and offender management
- The establishment of a *Pacific Islands Correctional Women's Advisory Network* to maintain close relationships and provide ongoing networking and sharing opportunities throughout the year.

Importantly, the women agreed to address the following issues as a priority:-

- Restrictions of duties for female officers
- Lack of women in decision making positions
- Low number of women employed in the correctional services
- Lack of learning and development opportunities for women officers
- Male dominated organizational culture that favours men

It was also agreed that the following strategies and initiatives be included in the draft *Regional Action Plan*:-

- Lead policy development in the organisation to address gender equity and women's development.
- Explore options for exchange programs between Pacific Island correctional services to share best practices and knowledge with one another.
- Develop and deliver awareness programs for male and female staff in correctional services about gender equity and equality.
- Setting targets for increasing the number of women working in the correctional services. Currently, only about 11% of positions are held by women in the region. The aim is to achieve a regional target of 15%.
- Explore options to expand the duties that female officers may perform in correctional centres.

During the PIRCWC, there were discussions on offender management which identified a number of issues that could be improved within the region, such as:-

- Improvements to facilities and infrastructure
- More training in managing juvenile offenders; counseling and social work; delivering programs; working with mentally ill prisoners; and human rights.



The first annual PIRCWC has strong foundations for the conference to be held on an annual basis<sup>25</sup> and opportunities to create lasting positive changes for women officers working in corrections. The development of regional and country plans reflect 'the high level of dedication and commitment from the participants to achieving real changes for regional women in correctional services. It also demonstrates that women have much to offer correctional service organizations throughout the region in terms of improvement and developing the capacity of correctional centres to deliver better services to the community and to prisoners.'

✧ ***Correctional Services of Solomon Islands Gender Audit 2012***

The Gender Audit came about as a result of discussions between the RAMSI Gender Advisor and the *CSSI Women's Network Executive Committee* in October 2010, and was immediately approved by the CSSI Commissioner. The Gender Audit was conducted in early 2012 with the aim of:-

- generating an understanding of gender issues;
- assessing the extent of gender mainstreaming within CSSI;
- assessing achievements to date; and
- recommending areas for improvements.

The Gender Audit acknowledged existing good practices and the fact that the CSSI had been at the forefront in advocating for the development of the role of women officers in CSSI. The good practices includes:-

- champion leadership led by the current Commissioner of CSSI.
- The strength and proactive action taken by the *CSSI Women's Network* since its inception in 2008.
- Budget support for the *CSSI Women's Network's* activities such as the annual national workshop.
- Formation of the Pacific Islands Regional Correctional Women's Conference led by the CSSI.
- Gender training package available for new recruits.
- A number of gender-related policies in place.

The key recommendations of the Gender Audit were as follows:-

- (1) *That the stated gender equity commitment in the Corporate Plan be reformulated and include gender as a cross-cutting issue.*

The audit revealed that there were insufficient linkages between CSSI and key gender institutions. The voluntary *CSSI Women's Network* is not a formal part of CSSI structure with no established position to implement their Action Plan. Most staff were unaware of the Solomon Islands Government's gender policies, and did not understand the gender equity commitment in the CSSI Corporate Plan. The Corporate Plan should be reformulated with performance indicators, clear budget allocations, with mechanisms for implementation and that the Executive be held

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<sup>25</sup> There is a proposed list of future hosts countries for the conference to be held in 2012 to 2015.

accountable for gender equality and gender mainstreaming. Awareness workshops on gender equity must be conducted in order to build gender competence within CSSI and to ensure that gender expertise remain in existence.

(2) *That the position of a Gender Officer be established.*

Although there has been Executive push for women to progress to higher ranks, there was a need to provide the necessary training and development to prepare female officers for higher responsibilities. There was also the view that the recruitment and selection processes should be completely open and transparent. It was acknowledged that the Sexual Harassment Policy has been effective in imposing disciplinary measures to curb such behaviours.

(3) *That a CSSI website be created.*

The purpose of creating a CSSI website is to provide a mechanism to inform all areas regarding staffing and organisational matters and in particular, to enable staff to have access to gender information and gender equality policy. This would strengthen staff's perception of CSSI's commitment to gender equality. The website would also service to inform the general public of CSSI's role and good work in promoting gender equality.

(4) *That the gender-based violence focus of rehabilitation program be strengthened.*

(5) *That RAMSI and other donors continue to support CSSI's efforts to implement the recommendations and its championing of gender mainstreaming in Correctional Services as a leader in the pacific region.*

**(c) Conclusion to women working in corrections**

With regard to women working in corrections, it can generally be said that although women officers are recruited, there are limited opportunities for them to undertake positions with higher responsibilities. As indicated by the Solomon Islands, there is a culture that women are incapable of juggling family responsibilities with work duties. Women who have experienced sexual harassment may be afraid to take the action against the perpetrator or there may not be an effective mechanism for redress.

Strategies to overcome these issues include:-

- ✧ improvements in the workplace in relation to gender equality;
- ✧ conditions of work for female officers;
- ✧ training workshops in gender equality;
- ✧ training programs to prepare female officers to undertake positions with higher responsibilities;
- ✧ easy access to information on gender equality; recruitment and selection processes that are open and transparent; accountability;
- ✧ effective mechanisms to support female officers;
- ✧ introducing initiatives such as workplace harassment policy, maternity leave and return to work policy; and
- ✧ recurring funding for the above.



The presentation from the Solomon Islands shows how women can play an important role in standing up for equity and equality for women in the workplace, locally, as well as throughout the pacific region. For example, since 2008, the CSSI *Women's Network* was the driving force for women in corrections, which resulted in positive changes for women officers at CCSI to improve the gender equality situation. The first annual Pacific Islands Regional Correctional Women's Conference (PIRCWC) has resulted in the production of a regional action plan for women in corrections and this will set the foundations in the right directions for women in the future. It is important to acknowledge that the CSSI and the PIRCWC have given a boost to the confidence of women officers.

As aptly put by the delegate from the Solomon Islands:-

"It is possible for the current cultural mindset to be removed from our male officers as we develop our confidence and prove ourselves. It is high time that as women we should not sit quietly in our comfort zones. We need to stand tall and prove ourselves that we women can do what men can do and be recognized for our skills and abilities. We need to have confidence in ourselves to change and to help our male colleagues to shift their mindset."





## 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 7 October 2012 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 Sunday 7 October 2012

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

Please note also the discussions under ‘Governing Board Meeting’ and ‘First Conference Business Session’ regarding membership of the Finance Committee and an amendment to section 22 of the *Joint Declaration*.

One of the roles of the APCCA Secretariat is to administer the APCCA Fund. The Report on the Administration of the APCCA Fund 2011-2012 is at *Appendix I*.

#### GOVERNING BOARD MEETING Sunday 7 October 2012

Under the terms of the *Joint Declaration*, the members of the Governing Board 2011-2012 were Brunei Darussalam (the 2012 host); Japan, Canada and Australia (as the last three hosts); Hong Kong (China) and Singapore (as the APCCA Secretariat); India (2013 host); China, Solomon Islands and Thailand (as elected members from 2009, 2010 and 2011 respectively); and Malaysia, Korea and Kiribati (as rotating members who were present at the 2011 conference).

#### 1. Open and Welcome

Under the *Joint Declaration*, the Chair of the Governing Board is the Conference Host. Mr Haji Zainal bin Haji Ismail, Acting Director of the Brunei Prisons Department, gave a warm welcome to delegates and chaired the meeting jointly with Professor Neil Morgan (Rapporteur).



## 2. APCCA Secretariat Report

The Commissioner of the Correctional Services Department of Hong Kong (China), Mr Sin Yat-kin, reported on the Secretariat's activities in 2011-2012. The Secretariat's report is included as *Appendix K* 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 (2011 – 2012)

### (a) General Report

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 remains healthy:-

- A total of US\$30,721 was received by way of contributions in the period from 1 September 2011 to 31<sup>st</sup> August 2012. This was an increase of over \$7,000 in contributions from the previous year.
- Total expenditure for the year was US\$7,040. This was significantly less than in most previous years because the 2011 hosts (Japan) did not seek a subsidy from APCCA and Professor Neil Morgan did not claim an honorarium for his services as Rapporteur. The amount of US\$7,040 comprised payment to Ms Irene Morgan as APCCA Rapporteur (total US\$6,250); reimbursement of Singapore's costs in maintaining the APCCA website (US\$695) and sundry telegraphic handling charges.
- During 2012-2013 expenditure is predicted to increase.
- After deducting bank charges and including interest, the net surplus for 2011-2012 was US\$31,595.
- At 31 August 2012, the accumulated surplus was US\$155,091.

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

The full Report of the Administrator of the APCCA Fund is included as *Appendix I* 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.*

### (b) Discussion of Finance Committee Membership

The Governing Board, at the request of Hong Kong (China) discussed the provisions of the *Joint Declaration* which govern membership of the Finance Committee.



Section 22 of the *Joint Declaration*, as signed in 2002, reads as follows:

‘There will be a Finance Committee comprising of the APCCA Fund Administrator and two other members appointed by the Annual Conference.’

Hong Kong (China) pointed out that:

- membership of the Finance Committee is very small (only three members); and
- no process is specified for appointment of Finance Committee members, though in practice the members had been the current host and the immediate previous host.

Hong Kong (China) suggested that the Governing Board might wish to consider whether the *Joint Declaration* should be amended to allow a wider membership for the Finance Committee and to specify the process of appointing the members.

The Governing Board agreed with the intent of these proposals and concluded that section 22 of the *Joint Declaration* should be amended so that the Finance Committee would comprise the APCCA Fund Administrator, the current conference host, the two immediate prior hosts and the two immediate future hosts. The Board considered that this would appropriately expand the membership, would ensure a rotation of members, and would allow hosting members a greater say.

*The Board resolved to recommend to the conference that section 22 be amended accordingly.*

#### **4. Governing Board Membership 2012-2013**

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**

Professor Morgan explained that under the terms of Clause 14, the following are members of the 2012-2013 Governing Board by virtue of their roles as hosts or Secretariat:-

- India (2013 host and Chair);
- Brunei, Japan and Canada (three immediate past hosts);
- China (2014 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 2011-2012 were India (elected 2008), China (elected 2009), Solomon Islands (elected 2010) and Thailand (elected 2011). India would therefore step down as a member at the end of the 2012



conference but would remain as a member of the Governing Board for the next four years by virtue of hosting the 2013 conference.

*Professor Morgan noted that during the 2012 conference, it would be necessary to choose a new elected member for the Governing Board.*

**(c) Rotating Members**

Professor Morgan stated that the rotating members for 2012-2013 would be confirmed at the Second Business Session of the conference after the elected membership was finalised and all attendees were known.

*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.*

**5. Confirmation of APCCA Membership**

The Board noted that there were no changes in APCCA membership since 2011.

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

**6. Hosts for future APCCA Conferences**

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

- 2013: India (date and venue to be confirmed)
- 2014: China
- 2015: Mongolia
- 2016: Thailand
- 2017: Fiji (subject to confirmation)

*The Governing Board expressed its great appreciation for these offers to host future conferences and offered its best wishes and support to India for the 2013 conference.*

**7. 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, India, Japan, China, Hong Kong (China), Thailand, Solomon Islands, Singapore and Australia offered to be members of the Agenda Committee.



## **8. Results of Survey of Members on a Proposal for a *Workshop on the Transfer of Sentenced Prisoners***

At the 31<sup>st</sup> APCCA in Tokyo, Japan, a number of delegations indicated that they would be interested in principle in attending a specialist workshop on the issue of the transfer of foreign prisoners.

In April 2012, the Hong Kong (China) branch of the Secretariat sent a questionnaire to all APCCA members. 13 responses were received (a 43% response rate). 69% of those who responded supported the idea of holding a workshop on this topic.

*The Board discussed the survey findings and resolved that further discussions should be held amongst interested parties, including future hosts, as to whether it might be feasible to host a workshop immediately prior to, or immediately after, a future conference. It resolved to report accordingly to the conference.*

## **9. Update on Directory of Members' Contact Details**

At the 31<sup>st</sup> APCCA in Japan, and in line with the report of a Working Party on the future of APCCA held in Malaysia in July 2011, it was agreed that all members would provide the Secretariat with a single ongoing contact point in order to ensure that APCCA information can be effectively disseminated. The Singapore branch of the APCCA Secretariat noted that although most members had provided the details of a contact point, some had not yet done.

*It was agreed that members should be reminded of this during the first business session and that the Secretariat would follow up personally with members attending the 2012 conference.*

## **10. Update on new APCCA Website**

The Singapore branch of the APCCA Secretariat is responsible for the administration of the APCCA website. The 2011 Working Party and the 2011 Conference agreed that it was timely for the APCCA website to be revamped with a view to enhancing its capacity and usefulness.

The Singapore Prison Service oversaw the remodelling of the website and the new website became operational on 31 July 2012. An amount will be paid to Singapore from the APCCA fund for undertaking this work. Singapore indicated that the total cost was slightly less than projected (just under US\$8,000). The Board thanked the Singapore Prison Service for its hard work, skill and cost-effectiveness.

The new website has two main sections:

- A publicly accessible section; and
- A section which is accessible only to members using a password.

The Board discussed which matters should be publicly accessible and which should be member-only.



*The Board resolved to report to the conference recommending that the annual conference reports and statistical reports and the APCCA Newsletters should be available along with details about APCCA as an organisation and other non-contentious material such as links to the websites of correctional services departments and research bodies. However, for reasons of security and confidentiality, material such as delegates' contact details, social photographs and details of upcoming conferences should not be publicly accessible. It was also agreed that individual countries' papers and conference presentations would be available only to members.*

## **11. Other Business**

There was no other business.

### **FIRST CONFERENCE BUSINESS SESSION Monday 8 October 2012**

#### **1. Open and Welcome**

Mr Haji Zainal bin Haji Ismail, Acting Director of the Brunei Prisons Department, gave a warm welcome to delegates and chaired the meeting jointly with Professor Neil Morgan (Rapporteur). The First Conference Business Session considered the following items.

#### **2. APCCA Secretariat Report**

The Commissioner of the Correctional Services Department of Hong Kong (China), Mr Sin Yat-kin, reported on the Secretariat's activities in 2011-2012. The Secretariat's report is included as *Appendix K* to this report.

*The Conference noted the report and thanked the APCCA Secretariat for its continuing service.*

#### **3. Report on the Administration of the APCCA Fund (2011 – 2012)**

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 (see above). The full Report of the Administrator of the APCCA Fund is included as *Appendix I* to this report.

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





#### 4. Membership of the APCCA Finance Committee

##### (a) *Amendment to the Joint Declaration*

In accordance with the discussions and resolutions of the Governing Board (see above), the Conference decided to amend section 22 of the *Joint Declaration*. Section 22 now reads as follows (the amended words are in italics):

*‘There will be a Finance Committee appointed by the Annual Conference. The Finance Committee will comprise the APCCA Fund Administrator, the current conference host, the two immediate prior hosts, and the two immediate future hosts.’<sup>26</sup> 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.’*

##### (b) *Appointment of Finance Committee 2012-2013*

In accordance with the new wording of section 22, the *Finance Committee* for 2012-2013 will comprise:

- Hong Kong (China) (Fund Administrator);
- India (2013 host);
- Brunei (2012 host);
- Japan (2011 host);
- China (2014 host); and
- Mongolia (2015 host).

#### 5. Governing Board Membership 2012 - 2013

The Rapporteur, Professor Morgan explained that Clause 14 of the APCCA *Joint Declaration* lays down very detailed rules regarding membership of the Governing Board. He noted that under these rules the membership of the Governing Board for 2012-2013 was already partly known:-

- India (2013 host and Chair);
- Brunei, Japan and Canada (three immediate past hosts);
- China (2014 host);
- Hong Kong (China) and Singapore (as Secretariat);
- China, Solomon Islands and Thailand (elected as members in 2009, 2010 and 2011 respectively).

Professor Morgan explained, as per the deliberations of the Governing Board (see above), that India’s term as an elected member expired at the end of the 2011 conference and that India would not be seeking re-election as they would continue to be members of the Board, in their capacity as the 2013 hosts, for the next four years. He therefore requested countries to consider nominating to be elected members and noted that a ballot would be

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<sup>26</sup> The italicised words replace the following wording: ‘There will be a Finance Committee comprising the APCCA Fund Administrator and two other members appointed by the Annual Conference.’



held if more than one nomination was received by close of business on Monday 8 October 2012.

Professor Morgan noted that the identity of the three 'rotating members' would be confirmed at the second business session once the identity of the elected member was known.

## **6. Confirmation of APCCA Membership**

The conference confirmed that the list of APCCA members was unchanged from 2011 (see *Appendix C*).

## **7. Future Hosts**

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

- 2013: India (date and venue to be confirmed)
- 2014: China
- 2015: Mongolia
- 2016: Thailand
- 2017: Fiji (subject to confirmation)

## **8. 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, India, Japan, Hong Kong (China), Singapore, Thailand, Solomon Islands and Australia had offered at the Governing Board to be members of the Agenda Committee.

*A form was provided to delegates to make suggestions for topics for 2013. Professor Morgan requested delegates to submit their suggestions to the Rapporteurs by 4pm on Tuesday 9 October 2012, for consideration by the Agenda Committee.*

## **9. Results of Survey of Members on a Proposal for a Workshop on the Transfer of Sentenced Prisoners**

Professor Morgan reported to the Conference on the discussions of the Governing Board (see above). The Conference noted that the issue of whether a workshop would be held was subject to further discussion.

Professor Morgan also commented that some delegates had said that they believed APCCA as an organisation should lend formal support to the concept of transferring foreign national prisoners. However, he emphasised that:-

- (a) the issue of international transfer is one upon which opinion is strongly divided between APCCA member countries;



- (b) international transfer is generally not a matter which lies in the control of correctional administrators (who are represented at APCCA) but is a matter for foreign affairs departments in the various countries; and
- (c) APCCA as an organisation aims to facilitate discussions and dialogue and works by consensus. Consequently, it cannot adopt a particular position on a matter such as international transfer.

## **10. Members' Contact Details**

In accordance with the deliberations of the Governing Board (see above), Professor Morgan reminded delegates of the need to provide the Secretariat with a single ongoing contact point in order to ensure that APCCA information can be effectively disseminated.

## **11. New APCCA Website**

Professor Morgan reported on the marked improvements that had occurred to the APCCA website as a result of the changes which has been overseen and implemented by the Singapore Prison Service, and which become operational at the end of July 2012.

In accordance with the deliberations of the Governing Board (see above), Professor Morgan also noted that in the view of the Governing Board:

- Details of upcoming conferences should not be publicly accessible (for security reasons and because the conference is by invitation only and not open to public registrations);
- Photographs should not be publicly accessible;
- The annual Conference Reports should be publicly accessible (but contact details of individuals should not be available in the publicly accessible reports);
- The APCCA statistics should be publicly available; and
- Individual countries' reports and presentations will be available only to members.

## **12. Other Business**

There was no other business.

# **SECOND CONFERENCE BUSINESS SESSION FRIDAY 12 October 2012**

## **1. Membership of the Governing Board 2012 - 2013**

As discussed at the first conference business session, India's term as an elected member of the Board finished in 2011 and India did not stand for re-election. Professor Morgan reported that Australia had nominated for election and that there had been no other nominations.

The Governing Board membership for 2012-2013 is therefore as follows:-



2013 host:	India (Chair)
3 immediate past hosts:	Brunei (2012) Japan (2011) Canada (2010)
2014 host:	China
APCCA Secretariat:	Hong Kong (China) Singapore
4 elected members:	China (elected 2009) Solomon Islands (elected 2010) Thailand (elected 2011) Australia (elected 2012)
3 rotating members:	Indonesia Fiji Macao (China)

## **2. Confirmation of Future Hosts**

Professor Morgan reported that Fiji had now been able to confirm that it would be able to host the APCCA conference in 2017. Hosts for 2013 to 2017 are therefore as follows:

- 2013: India
- 2014: China
- 2015: Mongolia
- 2016: Thailand
- 2017: Fiji (subject to further discussion and confirmation)

## **3. Production of the 2012 Conference Report**

A draft report will be circulated to delegates for comment as soon as possible in 2013. Members will then have four weeks to comment on the draft.

After receiving any comments, the Rapporteurs will finalise the Conference Report in collaboration with the host and the APCCA Secretariat. The final report will then be posted on the APCCA website.

## **4. 2013 Conference Topics: Report of the *Agenda Committee***

The Agenda Committee met on Wednesday 10 October 2012. The Rapporteurs, Brunei, India, Japan, China, Hong Kong (China), Singapore, 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

The 2011 *Working Group on Future Directions of APCCA* and the 2011 Conference decided that Agenda Item One should remain as 'Challenges and Initiatives in Corrections ' and that this Agenda Item should be presented in a plenary session.

In 2011, it was also agreed that, subject to demand and interest, at least one topic should be selected from each of three core themes, namely:

- Administration;
- Prison Operations and Security; and
- Throughcare and Reintegration.

The Rapporteurs received 70 suggested topics from 16 delegations. Professor Morgan noted that several suggestions crossed more than one of the three themes but, in summary: 21 suggestions related to '*Administration*'; nine to '*Prison Operations and Security*'; and 40 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 that the following Agenda Items be discussed at APCCA 2013:

AGENDA ITEM	TOPICS FOR 2013
<b>Agenda Item 1</b>	Challenges and Initiatives in Corrections <sup>27</sup>
<b>Agenda Item 2</b>	Organisational Culture: Promoting Shared Positive Values and Integrity
<b>Agenda Item 3</b>	Meeting the Challenges Posed by High Risk Offenders
<b>Agenda Item 4</b>	Alternatives to Imprisonment: Opportunities and Challenges in Developing Community-based Supervision and Management
<b>Agenda Item 5</b>	Measuring and Reducing Recidivism Rates: Assessing What Works, Setting Targets, and Implementing Evidence-Based Programs

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 2013.

*The conference approved the Agenda Committee's recommendations.*

<sup>27</sup> Some members may wish to focus on community corrections as part of this Agenda Item.



## 6. Other Business

Malaysia, Japan, Fiji and China formally thanked the host, Mr Haji Zainal bin Haji Ismail and all his staff and colleagues who had made the conference such a success. 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 Maraburong Prison in Tutong.

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 Secretariat (Hong Kong (China) and Singapore) and to the Rapporteurs, Neil Morgan and Irene Morgan.





## CLOSING CEREMONY

The Closing Ceremony was held in the Songket Ballroom at the Rizqun International Hotel, Bandar Seri Begawan. It commenced with a recital of 'Surah Al-Fatihah'. Speeches were then delivered by the Professor Neil Morgan and Ms Irene Morgan (the Rapporteurs), Mr Haji Zainal bin Haji Ismail (Acting Director of the Brunei Prisons Department) and Ms Vimla Mehra (Director General, Tihar Prisons, New Delhi) representing the 2013 hosts India.

### **Closing Address by Professor Neil Morgan and Ms Irene Morgan (APCCA Rapporteurs)**

*Yang Mulia,  
Tuan Haji Zainal bin Haji Ismail  
Pemangku Pengarah Penjara,  
Tuan Haji Ismail bin Haji Murat  
Pemangku Timbalan Pengarah Penjara,  
Ketua-Ketua Deligasi daripada Negara-Negara Asia Pasifik,  
Penceramah Jemputan(UNAFEI dan Pasukan Polis Diraja Brunei)  
Tuan-Tuan dan Puan-Puan yang dihormati sekalian,  
Salam sejahtera dan selamat petang,*

The Distinguished Haji Zainal bin Haji Ismail, Acting Director of Brunei Prison Department.  
Mr Haji Ismail bin Haji Murat, Acting Deputy Director of Brunei Prison Department,  
Delegates from the Asia Pacific countries,  
Observers from UNAFEI and the Royal Brunei Police Force,  
Good afternoon to everyone.

*Pemilihan tema persidangan pada tahun ini, ia-itu 'Ke arah Pemulihan Yang Lebih Menyayangi dan Bermakna', pada pendapat saya adalah amat sesuai dan tepat sekali dengan peranan pentadbir-pentadbir institusi kepenjaraan dan pemulihan.*

The conference theme "Caring and Meaningful Rehabilitation" is very appropriate and reflects the aim of correctional departments on rehabilitation programs.

*Persidangan yang meliputi perbincangan kertas kerja agenda serta sesi lawatan ke institusi penjara-penjara sudah pasti akan dapat memberikan pengalaman dan pendedahan baru, termasuk cara-cara mempertingkatkan aspek keselamatan dan kesejahteraan para pegawai penjara dan juga banduan-banduan.*

The discussions during the Agenda Item sessions, combined with the prison visits, have ensured that delegates will return home with many insights into how to enhance the safety and well-being of both staff and prisoners.



*Selain itu juga didapati, bahawa mutu pembentangan kertas agenda dari ahli-ahli APCCA telah semakin bertambah baik. Ini membuatkan APCCA menjadi sebagai satu forum di mana pentadbir pusat-pusat penahanan semakin terbuka, sedia berkongsi idea, pangalaman dan masaalah yang dihadapi.*

In addition, the quality of papers, presentations and discussion continues to improve every year. APCCA is now a well-established forum in which correctional administrators are increasingly open in sharing their problems and ideas.

*Tuan-Tuan dan Puan-Puan sekalian,*

*Terdapat juga satu perimbangan yang ketara yang dapat dilihat melalui sesi-sesi perbincangan, iaitu selain membincangkan soal-soal asas (pokok) berkaitan layanan terhadap banduan, pengambilan pegawai-pegawai baru, latihan serta keselamatan kakitangan penjara, fokus perbincangan turut menyentuh mengenai aspek pemulihan, penerimaan masyarakat dan penglibatan ahli keluarga sendiri di dalam usaha-usaha pemulihan bekas banduan. Perkara ini diharap akan dapat dibincangkan dengan lebih lanjut dan terperinci pada tahun-tahun akan datang.*

Ladies and gentlemen,

In addition, the 'balance' has shifted significantly. While the conference do still address core issues relating to the treatment of prisoners and the recruitment, training and safety of staff, there is now a strong focus on rehabilitation, reintegration and community involvement in corrections – and this is likely to grow in coming years.

*Sebelum kami mengundur diri, kami ingin mengambil kesempatan untuk merakamkan setinggi-tinggi penghargaan dan terima kasih kepada Yang Mulia Tuan Haji Zainal bin Haji Ismail, Pemangku Pengarah Penjara, Tuan Haji Ismail bin Haji Murat Pemangku Timbalan Pengarah Penjara, Tuan Poh Eng Hua, Ketua Sekretariat APCCA yang ke-tiga puluh dua, Dayangku Roslinawati binti Pengiran Haji Omar, Haji 'Isamuddin bin Abdullah Juna, Zulhilmi bin Haji Bakri serta ahli-ahli jawatankuasa yang telah banyak menyumbang dan memainkan peranan masing-masing dengan begitu cemerlang bagi memastikan kejayaan persidangan APCCA tahun ini.*

We pay tribute to the Honourable Mr Haji Zainal bin Haji Ismail, Mr Haji Ismail bin Haji Murat, Mr Poh Eng Hua, Chairman of the 32<sup>nd</sup> APCCA Secretariat, Miss Roslinawati, Mr 'Isamuddin and Mr Zulhilmi, as well as the supporting staff who had played such an outstanding role in ensuring the success of this conference.

*Terima kasih sekali lagi yang tidak terhingga kerana mengalu-alukan kedatangan kami sebagai Rapporteurs dan juga di atas layanan mesra yang diberikan kepada semua delegasi*



*APCCA. Pengalaman kami sepanjang berada di Negara Brunei Darussalam sudah pasti akan membawa kenangan manis serta perasaan gembira yang akan sentiasa menjadi ingatan. Sekian dan terima kasih.*

A big thank you again, for your warm welcome and for the blessings you have given to all APCCA delegates and to both of us as Rapporteurs. The discussions, social activities and your generous hospitality have ensured that delegates will leave with fond memories and great respect for the people of Brunei Darussalam.

**Closing Address by Mr Haji Zainal bin Haji Ismail,  
Acting Director, Brunei Prisons Department**

Bismillah irahman nirrahim

Yang Dimulikan Pehin Datu Lailaraja Mejar Jeneral (Bersara) Dato Paduka Seri Haji Awang Halbi bin Haji Mohd Yussof, the Deputy Minister of Home Affairs, Brunei Darussalam.

Professor Neil Morgan and Irene Morgan, Rapporteurs for the 32nd APCCA; the previous host of the conference, the Correction Bureau of Japan; the future host of the conference, Ms Smt Vimla Mehra, India; Head of Delegations, Distinguished Guests including senior government officers from the Ministry of Home Affairs and the law enforcement agencies of Brunei Darussalam; Fellow Correctional Administrators from all nations of Asia Pacific region, Media representatives,

Ladies and gentlemen.

Assalamulaikum Waramatullahi Warabakatuh  
Salam Sejahtera and Good Afternoon

For the past five days, we have been very busy actively participating in the 32<sup>nd</sup> APCCA, and the time has come for us to bid farewell. I would like to take this opportunity to thank all APCCA member countries for the trust and overwhelming support given to us beyond our expectations. This conference would not have been a success without the active participation and co-operation of member countries and delegates.

Throughout the conference, we have heard the five main topics of discussion and its many aspects touching on the current and relevant concerns of the APCCA community. It has been a journey of wide ranging knowledge that gave us all food for thought and insights into how we can work better in our own jurisdiction. This shows the commitment of all the participating countries towards the betterment of the correctional service. This is the spirit that have kept APCCA moving forward for the past 32 years, and I hope this enthusiasm will continue into the future conferences.

Speaking of future conferences, I would like to congratulate India on being next year's host for the 33<sup>rd</sup> APCCA and we offer our best wishes as well as our assistance for the preparations ahead.



Looking back over the last five days, we have not only gone through numerous report presentations and plenary sessions but we have also re-affirmed our friendships with each other as a correctional family. In our discussion of ideas and sharing of practises, we have gained higher knowledge and understanding of who we are and how we can be better as correctional professionals. In our candid conversations and laughter, we have gained a wealth of friends and memories that will last for our lifetimes.

I would also like to tender my sincere apology, should there be any inconvenience caused during the conference and your stay in Brunei Darussalam. Once again, I would like to thank all those who have contributed in ensuring the success of this conference.

Lastly, I hope you will have a pleasant journey to your home countries and I look forward to seeing you in the future conferences. With that I would like to end my speech.

Wabillahitaufig Walhidayah Wassalamulaikum Warahmatullahi Wabarakatuh

**Closing Address by Ms Smt Vimla Mehra,  
Director General, Tihar Prisons, New Delhi, India**

Chairman of APCCA Conference 2012 Haji Zainal bin Haji Ismail  
Mr Tetsuya Sugano, representative from Japan, host of APCCA 2011  
Professor Neil Morgan, Rapporteur APCCA  
Ms Irene Morgan, Rapporteur APCCA  
Honourable delegates of 32<sup>nd</sup> APCCA.

At the outset I would like to thank the Asian Pacific Conference of Correctional Administrators who have been guiding the movement of Prison Reforms in Asian and Pacific region successfully all these years take this opportunity to salute all the authorities involved in implementing the humane and dignified treatment to inmates in the jails.

I would also like to thank the Government of Brunei for hosting the APCCA Conference at the beautiful, peaceful and charming city of Brunei Darussalam. The gracious hospitality extended to all the delegates was really heartwarming. The pleasant and comfortable stay was made memorable by the ever willing to help Prisons staff adorned as APCCA volunteers, really really hats off to all of them.

I have been assigned the very pleasant task of giving a brief account of my beloved country India.

India, the land of timeless continuum, vibrates in the hearts of its 1.21 billion people. The intricate mosaic of the world's largest democracy, warp and weft with more than 4,500 plus communities, 30 languages spoken by more than a million people and 122 languages by more than a million people and 122 languages by more than 10,000 truly represent the 'Unity in Diversity'. In the annals of history, many remarkable civilizations have appeared reached their pinnacle and then gradually faded into oblivion while India continued its epic journey assimilating and spreading the ideals of universal love and peace. Very few countries



can boast of such continuous timeline rich with heritage culture and domain of influence. India is birthplace of the world's four major religions, Hinduism, Buddhism, Jainism and Sikhism and also houses the third largest Muslim population in the world. Numerous other religions like Zoroastrianism, Judaism, Christianity with their diverse faiths and beliefs also exist simultaneously preaching and practicing their respective religions with unparalleled harmony and belief in co-existence.

This intricate mosaic of India is sequined with crown jewel of intellectual achievements. The Vedas, the Upanishads, the Ramayana, the Mahabharata reverberate in the mind and psyche of all Indians. The distilled wisdom of these classics and epics continue to be relevant in this strife torn world and enthralls the generations old and new alike. The architectural wonders adorned with intricate craftsmanship like magnificent temples of South India, the breathtaking beauty of Taj Mahal, the gorgeous forts of Rajasthan, the ancient astronomical observatories like Jantar Mantar etc bear testimony to the high level of artistic skill and engineering ingenuity. The pious land of India is blessed by the footsteps of the Great Buddha, Mahavira, Ramanuja, Sankaracharya and numerous other religious and social leaders whose preaching and acts of kindness and benevolence have carved out epochs of their names in the pages of history. The great Philosophical, Political and influential thinkers of modern era like Mahatma Gandhi, Gurudev Rabindranath Tagore, Swami Vivekananda, Rishi Aurobindo, Mother Teresa further propagated the ideas of Universalism, Love and Peace.

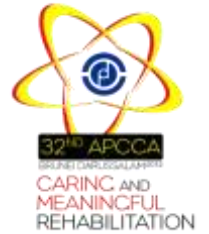
The great landmass of India, 3,214 km from North to South and 2,933 km in East to West contains almost every form of geographical diversity and biological entity. In the North, it is surrounded by the serene, lofty snow clad peaks of the Great Himalayas while in the South, it is bounded by great seas and oceans, whose pristine beaches are major spots of tourist attraction. In the western side, lie the mighty arid deserts of Rajasthan while in the eastern side thrive the greatest mangrove forest in the deltas of Sundarbans. The epithet 'Indian Subcontinent' truly justifies the vast diversities blended homogenously within one unique piece of land. No where in this world one can witness, all the splendid diversity and bounty of nature with all its majestic glory, as can be seen in India. While the Gir Forests of Gujarat reverberate with the roar of Asiatic Lions the deltas of Sundarbans witness the stealth and prowess of one of the nature's most fearless predators, the Royal Bengal Tigers of Sunderbans. Besides these India is home of some to the most majestic and beautiful animals and birds like Asiatic elephants, one horned rhinoceros, the national bird of India, Peacock etc.

The vastness and diversity of India is beyond the scope of mere words. The richness of history, culture and society with all its shades and moods casts a binding spell on every visitor. India, still vibrates with the same blissful benevolent energy whose resonance can best be experienced only on Indian soil. Therefore, we extend our hearty invitation to all the delegates to the APCCA Conference 2013 which will be held in Delhi. Awaiting your arrival in Delhi. Let me thank you all for your love and affection.

Namaskar and Jai Hind!

After the speech by Ms Mehra, a video presentation was delivered to show delegates some of the highlights of India, including its rich history, cultural diversity and traditions.

**32<sup>nd</sup> ASIAN AND PACIFIC CONFERENCE OF CORRECTIONAL ADMINISTRATORS**  
**7– 12 October 2012**



The conference concluded with the APCCA symbols being escorted from the Songket Ballroom by officers from the Brunei Prisons Department.





## Appendix A

### The APCCA Joint Declaration 2002 (as amended in 2004<sup>28</sup> and 2012<sup>29</sup>)

Representatives of government agencies and departments responsible for prison or correctional administration from Australia, Brunei Darussalam, Cambodia, Canada, China, Hong Kong (China), Fiji, India, Indonesia, Japan, Republic of Korea, Malaysia, Mongolia, New Zealand, Philippines, Singapore, Sri Lanka, Tonga, Thailand and Vietnam met in Bali, Indonesia on 18 October 2002,

**Recalling** the long history of development of and sustained cohesion in the Asian and Pacific Conference of Correctional Administrators;

**Conscious of** the support and personal involvement of senior correctional administrators from states, territories and areas which together share a well-defined geographical identity and represent a sizable world population;

**Mindful** of the existence of common interests and problems among correctional jurisdictions within the Asia-Pacific Region and convinced of the need to strengthen existing relationships and further co-operation;

**Taking into account** the differences in the stages of economic development and in the cultural and socio-political systems in the region;

**Recognising** equality, trust and mutual respect being the basis of communication and co-operation;

**Acknowledging** the informal nature of the grouping based on the principles of voluntariness and consensus;

**Desiring** to give the Asian and Pacific Conference of Correctional Administrators a more professional identity;

Do hereby declare as follows:-

1. The purpose of the Asian and Pacific Conference of Correctional Administrators (hereinafter referred to as the APCCA) is to provide a forum for government officials responsible for prison or correctional administration within the Asia-Pacific Region to share ideas and practices in the professional area of correctional administration and develop networks aimed at fostering co-operation.

#### Definitions

2. For the purpose of this Joint Declaration:
  - (a) “*Annual Conference*” means the Annual Conference referred to in Paragraph 7;
  - (b) “*APCCA Fund*” means the APCCA Fund referred to in Paragraph 28;
  - (c) “*APCCA Secretariat*” means the APCCA Secretariat referred to in Paragraph 19;
  - (d) “*Finance Committee*” means the Finance Committee referred to in Paragraph 22;
  - (e) “*APCCA Fund Administrator*” means the APCCA Fund Administrator referred to in Paragraph 31;
  - (f) “*Governing Board*” means the Governing Board referred to in Paragraph 13; and
  - (g) “*Rapporteur*” means the Rapporteur referred to in Paragraph 24.

<sup>28</sup> Clause 14(f) was inserted during the conference in 2004.

<sup>29</sup> Clause 22 was amended during the conference in 2012.



### 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
  - (c) areas of common interest;
  - (d) To promote staff exchanges and study visits;
  - (e) To promote best practices;
  - (f) To compile regional correctional statistics; and
  - (g) 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 appointed by the Annual Conference. The Finance Committee will comprise the APCCA Fund Administrator, the current conference host, the two immediate prior host, and the two immediate future hosts.<sup>30</sup> All expenditures above a nominal

<sup>30</sup> Clause 22 was amended in 2012. The original wording of Clause 22 was: "There will be a Finance Committee comprising the APCCA Fund Administrator and two other APCCA members appointed by the Annual Conference. ....".



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

### APCCA Song – “*Togetherness in Unity*”

#### 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

The *APCCA Song* was created by Malaysia when it hosted the 28<sup>th</sup> APCCA in Langkawi, Malaysia in 2008.



## **Appendix C**

### **APCCA Membership List 2012**

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 D

### National and Regional Participation in APCCA since 1980

	1980 Hong Kong	1981 Bangkok, Thailand	1982 Tokyo, Japan	1983 Wellington, New Zealand	1984 Tonga	1985 Suva, Fiji	1986 Seoul, Korea	1987 Kuala Lumpur, Malaysia
Australia	X	X	X	X	X	X	X	X
Brunei Darussalam						X	X	X
Canada	X	X					X	
Cook Islands				X		X		X
Fiji		X	X	X	X	X	X	
Hong Kong	X	X	X	X	X	X	X	X
India		X	X		X	X	X	X
Indonesia	X			X	X	X	X	X
Japan	X	X	X	X	X	X	X	X
Kiribati					X	X	X	X
Korea, REP				X	X	X		X
Laos							X	
Macao	X		X	X	X	X		
Malaysia	X	X	X	X	X	X	X	X
Mongolia							X	
New Zealand		X	X	X	X	X	X	X
Papua New Guinea	X		X	X		X		X
Philippines	X	X	X				X	
Samoa	X			X				
Singapore	X	X	X	X	X		X	X
Solomon Islands				X				X
Sri Lanka	X	X	X	X	X	X	X	X
Thailand	X	X	X	X	X	X	X	X
Tonga	X		X	X	X	X	X	X
<b>TOTAL</b>	<b>14</b>	<b>12</b>	<b>14</b>	<b>17</b>	<b>15</b>	<b>17</b>	<b>18</b>	<b>17</b>

**32<sup>nd</sup> ASIAN AND PACIFIC CONFERENCE OF CORRECTIONAL ADMINISTRATORS**  
**7– 12 October 2012**



	<b>1988 Sydney &amp; Melbourne, Australia</b>	<b>1989 New Delhi, India</b>	<b>1991 Beijing, China</b>	<b>1992 Adelaide, Australia</b>	<b>1993 Hong Kong (China)</b>	<b>1994 Darwin, Australia</b>	<b>1995 Tokyo &amp; Osaka, Japan</b>	<b>1996 Christchurch, New Zealand</b>
Australia	X	X	X	X	X	X	X	X
Bangladesh		X			X	X		
Brunei Darussalam	X	X			X	X	X	X
Cambodia							X	X
Canada			X	X	X	X	X	X
China		X	X	X	X	X	X	X
Cook Islands		X	X			X		X
Fiji				X	X	X	X	X
Hong Kong (China)	X	X	X	X	X	X	X	X
India	X	X	X	X	X	X	X	X
Indonesia	X		X	X	X	X	X	X
Japan	X	X	X	X	X	X	X	X
Kiribati	X			X		X		
Korea, DPR				X		X		
Korea, REP	X	X	X	X	X	X	X	X
Macao (China)	X	X	X	X	X	X	X	X
Malaysia	X	X	X	X	X	X	X	X
Mongolia		X						
Nepal		X				X		
New Zealand	X		X	X	X	X	X	X
Pakistan		X						
Papua New Guinea	X		X					X
Philippines	X	X			X	X	X	X
Samoa								
Singapore	X		X	X	X	X	X	X
Solomon Islands	X				X			
Sri Lanka	X		X		X			
Thailand	X	X	X	X	X	X	X	X
Tonga	X	X	X	X				
Vanuatu								X
Vietnam			X				X	X
<b>TOTAL</b>	<b>18</b>	<b>17</b>	<b>18</b>	<b>17</b>	<b>19</b>	<b>21</b>	<b>18</b>	<b>21</b>

**32<sup>nd</sup> ASIAN AND PACIFIC CONFERENCE OF CORRECTIONAL ADMINISTRATORS**  
**7– 12 October 2012**



	1997 Kuala Lumpur, Malaysia	1998 Vancouver, Canada	1999 Shanghai, China	2000 Sydney Australia	2001 Chiang Mai, Thailand	2002 Denpasar, Indonesia	2003 Hong Kong (China)	2004 Singapore
Australia	X	X	X	X	X	X	X	X
Bangladesh								
Brunei Darussalam	X	X	X	X	X	X	X	X
Cambodia	X		X	X	X	X	X	X
Canada	X	X	X	X	X	X	X	X
China	X	X	X	X	X	X	X	X
Cook Islands								
Fiji	X	X	X		X	X	X	X
Hong Kong (China)	X	X	X	X	X	X	X	X
India	X	X				X	X	X
Indonesia	X	X	X	X	X	X	X	X
Japan	X	X	X	X	X	X	X	X
Kiribati				X			X	X
Korea, DPR								
Korea, REP	X	X	X	X	X	X	X	X
Laos	X							X
Macao (China)	X		X	X	X	X	X	X
Malaysia	X	X	X	X	X	X	X	X
Mongolia		X	X	X	X	X	X	X
Nepal								
New Zealand	X	X	X	X	X	X	X	X
Pakistan							X	
Papua New Guinea					X			
Philippines	X	X		X	X	X	X	
Samoa		X						
Singapore	X	X	X	X	X	X	X	X
Solomon Islands	X	X						X
Sri Lanka	X	X			X	X	X	X
Thailand	X	X	X	X	X	X	X	X
Tonga				X	X	X		X
Tuvalu				X				
Vanuatu			X					
Vietnam	X	X	X	X	X	X	X	X
<b>TOTAL</b>	<b>21</b>	<b>20</b>	<b>18</b>	<b>20</b>	<b>21</b>	<b>21</b>	<b>22</b>	<b>23</b>

**32<sup>nd</sup> ASIAN AND PACIFIC CONFERENCE OF CORRECTIONAL ADMINISTRATORS**  
**7– 12 October 2012**



	2005 Seoul, Korea	2006 Auckland, New Zealand	2007 Hanoi, Vietnam	2008 Langkawi, Malaysia	2009 Perth, Australia	2010 Vancouver, Canada	2011 Tokyo, Japan	2012 Bandar Seri Begawan, Brunei Darussalam
Australia	X	X	X	X	X	X	X	X
Bangladesh								
Brunei Darussalam	X	X	X	X	X	X	X	X
Cambodia	X		X	X	X	X	X	
Canada	X			X	X	X	X	
China	X	X		X	X	X	X	X
Cook Islands								
Fiji	X	X	X	X	X		X	
Hong Kong (China)	X	X	X	X	X	X	X	X
India	X	X	X	X	X	X	X	X
Indonesia	X	X	X	X	X	X	X	X
Japan	X	X	X	X	X	X	X	X
Kiribati	X	X	X	X	X	X	X	
Korea, DPR								
Korea, REP	X	X	X	X	X	X	X	X
Laos			X					
Macao (China)	X	X	X	X	X	X	X	X
Malaysia	X	X	X	X	X	X	X	X
Micronesia		X						
Mongolia	X	X	X	X	X	X	X	X
Myanmar	X		X	X				
Nepal								
New Zealand	X	X	X	X	X	X	X	X
Pakistan								
Palau		X						
Papua New Guinea				X				X
Philippines	X	X		X			X	X
Samoa		X						
Singapore	X	X	X	X	X	X	X	X
Solomon Islands	X	X	X	X	X	X	X	X
Sri Lanka	X	X	X	X	X			
Thailand	X	X	X	X	X	X	X	X
Tonga	X			X	X		X	
Tuvalu		X						
Vanuatu		X	X		X		X	
Vietnam	X	X	X	X	X	X	X	X
<b>TOTAL</b>	<b>23</b>	<b>25</b>	<b>22</b>	<b>25</b>	<b>23</b>	<b>19</b>	<b>23</b>	<b>18</b>

## Appendix E

### List of Agenda Items and Specialist Workshops 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

**18. 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:*<sup>31</sup>

- 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
- 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 and the Public

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



**25. Republic of Korea (Seoul), 2005**

*Agenda Items:*

- 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 d 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), 2010<sup>32</sup>**

- 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?
- 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**

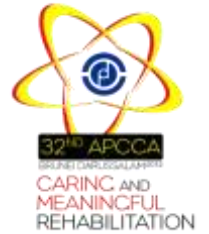
- Challenges and Initiatives in Corrections.
- Contemporary Issues in Correctional Facility Construction.
- International Collaboration: International Prisoner Transfers, Training and Executive Development, and Sharing Best Practices.
- Partnerships with Private Sector: Challenges and Opportunities.
- Recruiting Custodial Staff with the Desired Skills and Attributes.
- Engaging and Communicating with the Community.
- Responding to Changing Offender Profiles.

**32. Brunei Darussalam (Bandar Seri Begawan), 2012**

- Challenges and Initiatives in Corrections
- Sharing and adaptability of best practices in correctional administration (including executive-level training and succession planning)
- Promoting staff-offender interactions in prison and in the community whilst ensuring staff safety

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<sup>32</sup> 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.



- Challenges and opportunities in the management and reintegration of prisoners serving long sentences
- Women in corrections as: (i) offenders, (ii) officers and other staff





## Appendix F

### Governing Board Membership<sup>33</sup>

#### 2012 – 2013

2013 host: <sup>34</sup>	India (Chair)
2014 host: <sup>35</sup>	China
3 immediate past hosts: <sup>36</sup>	Brunei Darussalam (2012) Japan (2011) Canada (2010)
APCCA Secretariat: <sup>37</sup>	Hong Kong (China) Singapore
4 elected members: <sup>38</sup>	China (elected in 2009) Solomon Islands (elected in 2010) Thailand (elected in 2011) Australia (elected in 2012)
3 rotating members: <sup>39</sup>	Indonesia Fiji Macao (China)

#### 2011 – 2012

2012 host:	Brunei (Chair)
2013 host:	India
3 immediate past hosts:	Japan (2011) Canada (2010) Australia (2009)
APCCA Secretariat:	Hong Kong (China) Singapore
4 elected members:	India (elected in 2008) China (elected in 2009) Solomon Islands (elected in 2010)

<sup>33</sup> Please see Clauses 14 and 15 of the *Joint Declaration* in Appendix A to this Report.

<sup>34</sup> See Clause 14(a) of the *Joint Declaration*.

<sup>35</sup> See Clause 14(f) of the *Joint Declaration*.

<sup>36</sup> See Clause 14(c) of the *Joint Declaration*.

<sup>37</sup> See Clause 14(e) of the *Joint Declaration*.

<sup>38</sup> For Clause 14(b), the process is that elected members will step down after four years' service, but would be eligible for re-election.

<sup>39</sup> See Clause 14(d) of the *Joint Declaration*.



3 rotating members: Thailand (elected in 2011)  
Malaysia  
Kiribati  
Korea

### **2010 – 2011**

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

### **2009 - 2010**

2010 host (Chair): Canada  
2011 host: Japan  
3 immediate past hosts: Australia  
Malaysia  
Vietnam  
APCCA Secretariat: Hong Kong (China)  
Singapore  
4 elected members: China  
India  
Japan  
Solomon Islands  
3 rotating members: Cambodia  
Brunei  
Tonga



### **2008-2009**

2009 host (Chair):	Western Australia
2010 host:	Canada
3 immediate past hosts:	Malaysia (2009) Vietnam (2007) New Zealand (2006)
APCCA Secretariat	Hong Kong (China) Singapore
4 elected members:	China (elected in 2005) Solomon Islands (elected in 2006) Japan (elected in 2007) India (elected in 2008)
3 rotating members:	Indonesia Fiji Macao (China)

### **2007-2008**

2008 host (Chair):	Malaysia
2009 host:	Western Australia
3 immediate past hosts:	Vietnam (2007) New Zealand (2006) Korea (2005)
APCCA Secretariat	Hong Kong (China) Singapore
4 elected members:	Canada (elected in 2004) China (elected in 2005) Solomon Islands (elected in 2006) Japan (elected in 2007)
3 rotating members:	Sri Lanka Mongolia



Kiribati

### **2006-2007**

2007 host (Chair):	Vietnam
2008 host:	Malaysia
3 immediate past hosts:	New Zealand (2006) Korea (2005) Singapore (2004)
APCCA Secretariat	Hong Kong (China) Singapore
4 elected members:	Canada China Japan Solomon Islands
3 rotating members:	India Fiji Thailand

### **2005-2006**

2006 host (Chair):	New Zealand
2007 host:	Vietnam
3 immediate past hosts:	Korea (2005) Singapore (2004) Hong Kong (China) (2003)
APCCA Secretariat	Hong Kong (China) Singapore
4 elected members:	Canada China Indonesia Japan
3 rotating members:	Australia Brunei Cambodia

## Appendix G

### Conference Program 2012

**Sunday, 7 October – Friday, 12 October 2012,  
Bandar Seri Begawan, Brunei Darussalam**

Day 1 – Sunday, 7 October 2012			
Time	Program	Dress Code	Venue
12:00 – 17:30	Registration		Secretariat Room/Meeting Room 3, Level 4, Rizqun International Hotel
14:30 – 15:00	Finance Committee Meeting	Smart Casual	Meeting Room 4, Level 4, Rizqun International Hotel
15:00 – 16:00	Governing Board Meeting	Smart Casual	Meeting Room 4, Level 4, Rizqun International Hotel
16:00 – 17:00	Facilitators & Summary Presenters Meeting	Smart Casual	Meeting Room 4, Level 4, Rizqun International Hotel
17:00	Refreshment		Sutra Hall, Level 4, Rizqun International Hotel
19:30 – 21:30	Welcome Reception	Smart Casual	Gold Stone Ballroom, Level 7, The Centrepont Hotel.

Day 2 – Monday, 8 October 2012			
Time	Program	Dress Code	Venue
08:00 – 09:00	Registration		Secretariat Room/Meeting Room 3, level 4, Rizqun International Hotel
09:00 – 10:30	Opening Ceremony Guest of Honour: The Honourable Minister of Home Affairs	Business Attire	Conference Room at Songket Ballroom (Main Venue) Rizqun International Hotel
10:30 – 11:00	Group Photo	Business Attire	Conference Room at Songket Ballroom (Main Venue) Rizqun International Hotel
	Refreshment		Sutra Hall, level 4, Rizqun International Hotel
11:00 – 11:30	Business Session 1	Business Attire	Conference Room at Songket Ballroom (Main Venue) Rizqun International Hotel
11:30 – 12:30	Agenda Item 1: Challenges and Initiatives	Business Attire	Conference Room at Songket Ballroom (Main Venue) Rizqun International Hotel
12:30 – 13:30	Lunch		Coffee House, Ground floor, Rizqun International Hotel

13:30 – 15:00	Agenda Item 1 (continue)	Business Attire	Conference Room at Songket Ballroom (Main Venue) Rizqun International Hotel
15:00 – 15:20	Refreshment		Sutra Hall, level 4, Rizqun International Hotel
15:20 – 17: 00	Agenda Item 1 (continue)	Business Attire	Conference Room at Songket Ballroom (Main Venue) Rizqun International Hotel
19:30 – 21:30	Welcome Dinner Hosted by Prisons Department, Brunei Darussalam, Guest of Honour: The Honourable Deputy Minister of Home Affairs	Smart Casual	Sutra Hall, level 4, Rizqun International Hotel

Day 3 – Tuesday, 9 October 2012			
Time	Program	Dress Code	Venue
09:00 – 10:30	<b>Concurrent Breakout Group Sessions</b>		
	Agenda Item 2: Sharing and Adaptability of Best Practices in Correctional Administration including Executive-level Training and Succession Planning	Smart	Meeting Room 2, level 4, Rizqun International Hotel
	Agenda Item 3: Promoting staff-offender interaction in prison and in the community whilst ensuring staff safety	Smart	Meeting Room 4, level 4, Rizqun International Hotel
10:30 – 11:00	Refreshment		Sutra Hall, level 4, Rizqun International Hotel
11:00 – 12:30	<b>Concurrent Breakout Group Sessions (Continue)</b>		
	Agenda Item 2	Smart	Meeting Room 2, level 4, Rizqun International Hotel
	Agenda Item 3	Smart	Meeting Room 4, level 4, Rizqun International Hotel
12:30 – 13:30	Lunch		Coffee House, Ground floor, Rizqun International Hotel





13:30 – 15:00	<b>Concurrent Breakout Group Sessions (Continue)</b>		
	Agenda Item 2	Smart	Meeting Room 2, level 4, Rizqun International Hotel
	Agenda Item 3	Smart	Meeting Room 4, level 4, Rizqun International Hotel
15:00 – 15:30	Refreshment		Sutra Hall, level 4, Rizqun International Hotel
15:30 – 16:00	Specialist Presentation by:- - UNAFEI - Women & Children Abuse Investigation Unit, Royal Brunei Police Force	Business Attire	Conference Room at Songket Ballroom (Main Venue) Rizqun International Hotel
16:00 – 16:30	Plenary Session for Agenda Items 2 – 3.	Business Attire	Conference Room at Songket Ballroom (Main Venue) Rizqun International Hotel
Evening	Own leisure		

<b>Day 4 – Wednesday, 10 October 2012</b>			
<b>Time</b>	<b>Program</b>	<b>Dress Code</b>	<b>Venue</b>
09:00 – 10:30	<b>Concurrent Breakout Group Sessions</b>		
	Agenda Item 4: Challenges and Opportunities in the Management and Reintegration of Prisoners serving long sentences	Smart	Meeting Room 2, level 4, Rizqun International Hotel
	Agenda Item 5: Women in correction as : (a) Offenders (b) Officers and other staff	Smart	Meeting Room 4, level 4, Rizqun International Hotel
10:30 – 11:00	Refreshment		Sutra Hall, Level 4, Rizqun International Hotel.
11:00 – 12:30	<b>Concurrent Breakout Group Sessions (Continue)</b>		
	Agenda Item 4	Smart	Meeting Room 2, level 4, Rizqun International Hotel
	Agenda Item 5	Smart	Meeting Room 4, level 4, Rizqun International Hotel
12:30 – 13:30	Lunch		Coffee House, Ground floor, Rizqun International Hotel
13:30 – 15:00	<b>Concurrent Breakout</b>		



	<b>Group Sessions (Continue)</b>		
	Agenda Item 4	Smart	Meeting Room 2, level 4, Rizqun International Hotel
	Agenda Item 5	Smart	Meeting Room 4, level 4, Rizqun International Hotel
15:00 – 15:45	Refreshment		Sutra Hall, level 4, Rizqun International Hotel
15:45 – 16:15	Plenary Session for Agenda Items 4 – 5.	Business Attire	Conference Room at Songket Hall (Main Venue) Rizqun International Hotel.
16:15 – 17:15	Agenda Committee Meeting	Smart Casual	Meeting Room 1, Level 3, Business Centre, Rizqun International Hotel
Evening	Own leisure		

<b>Day 5 – Thursday 11 October 2012</b>		
<b>Time</b>	<b>Program</b>	<b>Dress Code</b>
08:30 – 12:00	Social Visit - “Kampong Ayer (Water Village) – River Cruise, Heritage & Culture Gallery.	Casual
12:30 – 13:45	Lunch – Silaturrahim Hall, Prison Department Sport Complex, Tutong District	Casual
14:00 – 16:30	Prison Visit: i. Prison Training Centre, Tutong, Brunei Darussalam. ii. Maraburong Prison, Tutong, Brunei Darussalam.	Casual
Evening	Own leisure.	

<b>Day 6 – Friday, 12 October 2012</b>			
<b>Time</b>	<b>Program</b>	<b>Dress Code</b>	<b>Venue</b>
08.30 – 11:30	Social Visit: i. Royal Regalia Building ii. Brunei Museum	Smart Casual	- Royal Regalia Building, Bandar Seri Begawan - Brunei Museum, Jalan Kota Batu
12:00 – 13:00	Lunch		Coffee House, Ground floor, Rizqun International Hotel
15:00 – 16:30	Business Session 2 Closing Ceremony	Business Attire	Conference Room at Songket Ballroom (Main Venue) Rizqun International Hotel
16:30 – 17:00	Refreshment		Coffee House, Ground floor, Rizqun International Hotel
19:30 –	Farewell Dinner Hosted	Smart Casual	Conference Room at Songket



22:00	by Prisons Department, Brunei Darussalam		Ballroom (Main Venue) Rizqun International Hotel
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**APCCA 2012**  
**Sunday, 7 October – Friday, 12 October 2012,**  
**Bandar Seri Begawan, Brunei Darussalam**

**Spouse Program**

Sunday, 7 October 2012			
Time	Program	Dress Code	Venue
Own leisure			
19:30-21:30	Welcome Reception	Smart Casual	Gold Stone Ballroom, Level 7, The Centrepont Hotel.
Monday, 8 October 2012			
Time	Program	Dress Code	Venue
Own leisure			
19:30 – 21:30	Welcome Dinner Hosted by Prisons Department, Brunei Darussalam, Guest of Honour: The Honourable Deputy Minister of Home Affairs	Smart Casual	Sutra Hall, level 4, Rizqun International Hotel
Tuesday, 9 October 2012			
Time	Program	Dress Code	Venue
08:30 – 12:00	Social Visit: Oil & Gas Discovery Centre (OGDC)	Casual	Oil & Gas Discovery Centre (OGDC), Brunei Shell Petroleum, Seria.
12.00 – 13.00	Lunch		Serikandi Restaurant, Kuala Belait
Wednesday, 10 October 2012			
Time	Program	Dress Code	Venue
08:30 – 12:00	Water Village, Morning Market, Royal Regalia, Brunei Museum, Nurul Iman Palace, Sultan Omar Ali Saifuddien Mosque, Jame Asr Hassanil Bolkihah Mosque		
Afternoon/Evening	Own leisure.		
Thursday, 11 October 2012			
Time	Program	Dress Code	
08:30 – 12:00	Social Visit - "Kampong Ayer (Water Village) – River	Casual	



	Cruise, Heritage & Culture Gallery.	
12:30 – 13:45	Lunch – Silaturrahim Hall, Prison Department Sport Complex, Tutong District	Casual
14:00 – 16:30	Prison Visit: i. Prison Training Centre, Tutong, Brunei Darussalam.	Casual
Evening	Own leisure	

Friday, 12 October, 2012			
Time	Program	Dress Code	Venue
08:30 – 11:30	Social Visit: i. Royal Regalia Building ii. Brunei Museum	Smart Casual	- Royal Regalia Building, Bandar Seri Begawan - Brunei Museum, Jalan Kota Batu
12:00 – 13:00	Lunch		Coffee House, Ground floor, Rizqun International Hotel
Own leisure			
19:30 – 22:00	Farewell Dinner Hosted by Prisons Department, Brunei Darussalam	Smart Casual	Conference Room at Songket Ballroom (Main Venue) Rizqun International Hotel



## **Appendix H**

### **DISCUSSION GUIDE 2012**



**ASIAN AND PACIFIC  
CONFERENCE OF CORRECTIONAL ADMINISTRATORS**

**2012**

**Brunei Darussalam**

**CONFERENCE DISCUSSION GUIDE**

**Prepared by:**

***Neil Morgan\****

**APCCA Rapporteur**

*\*Inspector of Custodial Services, Level 5, Albert Facey House, 469 Wellington Street, Perth, Western Australia 6000; and Professor of Law, University of Western Australia.*

## INTRODUCTION

Topics for the annual APCCA conference are decided at the previous year's conference on the basis of delegates' suggestions. The 2011 Conference in Tokyo selected the following topics for 2012.<sup>40</sup>

<b>Agenda Item 1</b>	Challenges and initiatives in corrections.
<b>Agenda Item 2</b>	Sharing and adaptability of best practices in correctional administration (including executive-level training and succession planning).
<b>Agenda Item 3</b>	Promoting staff-offender interactions in prison and in the community whilst ensuring staff safety.
<b>Agenda Item 4</b>	Challenges and opportunities in the management and reintegration of prisoners serving long sentences.
<b>Agenda Item 5</b>	Women in corrections as: <ul style="list-style-type: none"><li>• Offenders</li><li>• Officers and other members of staff.</li></ul>

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. Members have found this approach helpful when preparing their papers and it also helps delegates to better consider similarities and differences in practice. We therefore 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 written paper and presentation on Agenda Item 1.**

**It is not necessary to provide papers on all the other Agenda Items. Delegations may decide to provide papers only on those 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.**

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<sup>40</sup> The process is that delegates suggest topics for consideration by an Agenda Committee. That committee makes recommendations for consideration by the conference as a whole. The aim is to ensure a balance of topics each year, including at least one topic from each of the following categories: (i) Administration; (ii) Prison operations and custody; (iii) Rehabilitation, treatment and reintegration.



## AGENDA ITEM 1

### CHALLENGES AND INITIATIVES IN CORRECTIONS

#### PREPARING YOUR CONFERENCE PRESENTATION

**The conference presentation** is limited to 8 minutes per delegation and you should therefore be selective in what you choose to present.

It is recommended that in your presentation, you discuss either: (i) one or two major challenges and how you have responded to those challenges; or (ii) one or two key developments, (such as major changes to policy or legislation); or (iii) a specific 'success story'.

#### PREPARING YOUR WRITTEN PAPER

**Your written paper** should consider the following questions so far as they are relevant to 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, Thailand, Indonesia, China, and some Pacific Island nations have suffered 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 presented to recent conferences have emphasized the need for good modern corrections legislation, and have commented on the fact that legislation often seems rather outdated. This can present some difficulties in improving both prisons and community corrections. Papers have also noted the importance of transparency and accountability and the growing regional influence of human rights standards on correctional policy and practice.

*Please outline any major reviews, initiatives and legislative changes with respect to prisons and community 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 such as national security). 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)?*

*How many **foreign nationals** do you have 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 particular '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, laws relating to bail, sentencing, remission, 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 your priority areas?*

#### **5. Community Based Corrections**

Across the region, all countries are actively pursuing prisoner reintegration and are keen to examine alternatives to imprisonment. It is therefore important for APCCA members to learn more about developments with respect to 'community based corrections'.

The term 'community based corrections' is used to refer to: (i) sanctions which involve the offender remaining in the community rather than going to prison (such as probation, community work and 'diversionary' measures); and (ii) systems which allow a prisoner to be released early from prison under supervision (such as parole or home detention).

In some jurisdictions, the departments which administer prisons are not responsible for community based corrections. However, in other cases, the same government department is responsible for both prisons and community corrections.

*To the extent it is relevant to your department, please outline any important recent developments with respect to community corrections.*

#### **6. Other Issues**

*Please identify any other initiatives or issues that are of particular current concern.*



## **AGENDA ITEM 2**

### **SHARING AND ADAPTABILITY OF BEST PRACTICES IN CORRECTIONAL ADMINISTRATION, INCLUDING EXECUTIVE-LEVEL TRAINING AND SUCCESSION PLANNING**

#### **1. Introduction**

The focus of this agenda item is on the administration and management of correctional services departments rather than the actual running of prisons themselves.

Delegates to the 2011 APCCA conference in Tokyo identified executive level training and succession planning as two high priorities. It was also considered that because APCCA brings together senior administrators from the whole region, it presents a unique opportunity for information sharing and for promoting further potential collaborations. In preparing your paper, you should therefore aim to share current practices with a view to delegates considering whether good practices can be adapted for transfer into other countries and whether there are mutual training opportunities..

The two topics are closely related in that one aspect of good succession planning is suitable high level training for people who are moving into senior executive roles. You may therefore wish to consider both executive level training and succession planning. Alternatively you may wish to focus on just one of these topics.

#### **2. Executive Level Training**

Corrections is a highly specialised area. One of the challenges is to ensure that the individuals who hold executive level positions have the right skills and also that there is the correct spread of skills across management teams as a whole.

Some executive level positions may need the skills of a person who has 'come up through the ranks' and knows the business of actually running a prison. However, executive roles often require other skills such as experience in strategic planning, financial management, people management, legislation, and high level analytical and policy development skills. Those skills must either be developed in staff who are already in corrections or be brought in by recruiting people from outside the agency.

Delegates are invited to describe their current practices, to identify areas of good practice, and to discuss current gaps and opportunities for improvement. Possible questions include the following:

*Please briefly describe the structure of your senior executive team.*



*Are the members of your senior executive generally recruited from within correctional services or from outside? What are the benefits of internal or external recruitment?*

*What opportunities and programs do you offer to people who are already working in corrections to develop new skills and to progress to senior executive positions?*

*Which aspects of executive level training are particularly strong in your jurisdiction? [Please provide details of specific programs]*

*What are the main gaps in knowledge, skills and training of people being recruited to executive level positions? How do you go about providing the necessary training and development opportunities? Do universities and other external service providers play a role in this?*

### **3. Succession Planning**

The people who make up the senior management teams in correctional services are often of a similar age. As such it is quite likely that they will retire from the service at a similar time. In some countries, senior administrators are also often appointed on a contract basis with no guarantee of contract renewal.

In some countries, staff who have started their public service careers in corrections generally seem to stay in the correctional service. However, in other countries, there is a good deal of movement across different public sector positions and even into the private sector. For example, a person who has worked in police may move to a position in corrections, or a person may move from corrections to another government department.

These factors present some real challenges in terms of ensuring efficient, stable and effective succession planning.

Delegates are invited to describe their current practices, to identify areas of good practice, and to discuss current gaps and opportunities for improvement.

### **4. Conclusion**

One of the aims of APCCA is to identify and promote opportunities for the sharing of best practices. In your conclusion, please reflect on (i) areas of expertise in your country which you believe may be of interest to other delegates; and (ii) 'gaps' where you believe you would benefit from further dialogue and interaction with APCCA colleagues.



## AGENDA ITEM 3

### PROMOTING STAFF-OFFENDER INTERACTIONS IN PRISON AND IN THE COMMUNITY WHILST ENSURING STAFF SAFETY

#### 1. Introduction

As discussed at recent APCCA conferences, modern correctional practice requires a focus on rehabilitation and reintegration and not merely on securing and 'storing' people. An effective focus on rehabilitation will necessitate more interaction between staff and prisoners than was the case in times gone by. Those interactions also occur, increasingly, in environments which are less dominated by security. Prisons tend nowadays to have less rigid barrier control. Rather than being secured in cells or wings, prisoners are encouraged to engage in work, education, recreation and other positive activities.

Inevitably, such activities mean that prisoners have more contact with each other and also with staff. More of that contact will also occur in less rigidly 'controlled' environments such as classrooms, program rooms, workshops and medical centres. Furthermore, the staff who are involved in providing rehabilitative services such as education, programs and health services are often not custodial officers and do not have custodial officer training. Volunteers also play an important role in providing additional support services.

In addition to examining the situation in prisons, some delegates may wish to consider the issues facing staff who work with offenders in the community.

The 'bottom line' is to strive for the right balance. Risks to staff can never be entirely eliminated but it is critical to ensure that they have a safe working environment and that they adopt safe and secure practices as well as pursuing the goal of rehabilitation. It is also important for staff to remember that serious incidents involving assaults on staff or other have always occurred, especially in prisons. Indeed, in some countries there appear now to be fewer serious incidents.

#### 2. Getting the Balance Right: Physical, Procedural and Dynamic Security

It is generally said that there are three main types of security: physical, procedural and dynamic. *Physical security* refers to those parts of a prison which prevent escapes and restrict movement (such as perimeter and internal fences, grilles, and cells). *Procedural security* involves robust processes in areas such as movement control around a prison, the prevention of contraband, monitoring of visits and communication, and drug testing.

*Dynamic security* (sometimes called *relational security*) has become increasingly important with the focus on a positive rehabilitative environment. It has been defined as 'the development by staff of positive relationships with prisoners based on firmness and fairness, in combination with an understanding of their personal situation and any risk



posed by individual prisoners.<sup>41</sup> The ultimate aim of dynamic security is to ensure that, by using their experience and practical skills to build the trust of prisoners, staff are better informed of their concerns and of the potential risks posed by individuals or groups.

Procedural and dynamic security play a key role in promoting coordinated system wide intelligence. For example, tensions between gangs may be occurring at a number of prisons and may need a system-wide response.

There has always been a strong focus on security and safety within the custodial environment. Less attention has been given in the literature to the problem of ensuring that people who work with offenders in the community (such as probation and parole officers) are safe and secure. Managing staff-offender interactions in the community can present some real challenges: there will be less by way of physical security; the officers may not be trained in security; the offenders may be unstable or under the influence of alcohol or drugs; and the officers may need to be counselling or warning the offenders about their behaviour.

Possible questions include the following:

*Have there been recent incidents involving serious injuries to staff (custodial staff, non-custodial staff and volunteers)? What were the main lessons you learned from those incidents?*

*Have risks to staff increased or reduced as a result of the focus on rehabilitation?*

*How do modern physical security measures (such as improved surveillance via cameras) improve (i) staff capacity to engage with offenders (in prison and the community) and (ii) staff safety?*

*What are the benefits and risks of dynamic / relational security in your prison system? How do you train (i) new custodial staff and (ii) existing staff in dynamic / relational security?*

*What training in procedural and dynamic security do you provide for non-custodial staff and volunteers working in prisons (such as teachers and psychologists)?*

*How do you go about ensuring the safety of staff who deal with offenders in the community?*

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<sup>41</sup> Council of Europe Committee of Ministers, *Recommendation of the Committee of Ministers to Member States on the Management by Prison Administrations of Life Sentence and other Long-term Prisoners*, 2003: <https://wcd.coe.int/ViewDoc.jsp?id=75267&Site=CM>



## AGENDA ITEM 4

### CHALLENGES AND OPPORTUNITIES IN THE MANAGEMENT AND REINTEGRATION OF PRISONERS SERVING LONG SENTENCES

#### 1. Introduction

At recent APCCA conferences, many countries have reported that they have a growing number of long term prisoners. There are probably three main groups of long term prisoners:

- Those who will never be released back into society. (For example, prisoners who are sentenced to life imprisonment without any possibility of release.)
- Those who may be in prison for the rest of their life but are eligible to be considered for release at a future date. (For example, in some countries, 'life imprisonment' often means that the prisoner will be considered by a review board for release after a period of time, such as 20 years.)
- Those who are serving long sentences which have a definite 'end date' many years into the future. (For example, a sentence of ten years' imprisonment.)

Views may differ across the region as to what constitutes a 'long' sentence. For the purposes of this conference, the term is used to refer to sentences where it is expected that the prisoner will serve at least five years custody time before possible release.<sup>42</sup>

#### IMPORTANT NOTES

**All papers on this topic should discuss heading 2 below ('Context').**

**As this is a long topic, you may choose in the rest of the paper to:**

- Provide a case study of a specific initiative relating to long term prisoners; or**
- Discuss either heading 3 (Managing Long Term Prisoners in Prison) or heading 4 (Reintegration).**

#### 2. Context

The number of long term prisoners varies from country to country, as does the legal context. It is therefore important first to understand something about the extent of the issue and about the profile of long term prisoners.

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<sup>42</sup> The period of five years has been used by the Council of Europe: see footnote 2 above. See also heading 2(b) below.





**(a) Life and 'Indefinite' Sentence Prisoners**

*How many prisoners in your system are serving a sentence of life imprisonment?*

*How many life sentence prisoners are subject to an order that they are **never** to be released?  
And how many are considered for release at some future time?*

*Do you have any prisoners who are subject to some other form of 'indefinite detention'? (For example, in some Australian jurisdictions, 'dangerous sex offenders' can be detained after the end of their normal sentence for 'community protection'.)*

*What types of crime attract life imprisonment or indefinite detention?*

**(b) Other Long Term Prisoners (namely, those serving five years or more before possible release)**

The focus of this agenda item is on 'expected custody time': in other words, on prisoners who are *expected to spend at least five years in custody* before release.<sup>43</sup>

*How many prisoners are anticipated to serve:*

- *Five years or more before release?*
- *Ten years or more before release?*
- *Fifteen years or more before release?*

*What crimes have these prisoners generally committed? (For example, violent crimes, sexual crimes, drug offences, property crimes?)*

### **3. Managing Long Term Prisoners within a Prison**

In this part of the paper, you should discuss the challenges and opportunities which exist in managing long term prisoners within the prison system.

Please outline any specific measures you take in the management of long term prisoners compared with shorter term prisoners. Possible discussion points include the following:

**Security and safety:** *what issues do long term prisoners pose with respect to security and safety in the prison environment compared with shorter term prisoners? (For example, are long term prisoners generally separated from shorter term prisoners? Or do you mix both short and long term prisoners together based on risk and needs assessments?)*

**Programs and activities:** *What policies and principles do you apply in determining access to employment, education and rehabilitation programs for long term prisoners? (For example, how do you prioritise programs for short term and long term prisoners? If a prisoner is never to be released, is he or she still able to undertake such programs?)*

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<sup>43</sup> In countries with remission or parole systems the 'expected custody time' will generally be different from the sentence imposed by the court (for example, in some countries a person sentenced to six years' imprisonment may expect to be released after four years if granted one third remission).



**Incentives and rewards:** *What incentives and rewards are available to assist in managing long term prisoners? (For example, are they able to access better levels of accommodation in the prison or a placement in a low security prison?)*

**Specific initiatives:** *Have you needed to take specific initiatives with respect to managing long term prisoners who are old or female? (Across the region, the number of female prisoners and elderly prisoners is generally increasing.)*

**Other measures:** *What other measures do you take to counteract the damaging effects of a long period of incarceration? (For example, counseling, promoting continuing family contact.)*

## 5. Community Reintegration of Long Term Prisoners

Obviously, the longer people remain in prison, the greater the risk of institutionalization, social isolation and a lack of community support upon release. Housing, employment and family ties are all rated as important matters by prisoners when they come up for release. Furthermore, advances in technology and commerce have been so fast over recent years that long term prisoners will need a range of practical skills if they are to cope with 'life on the outside'.

Please outline any specific measures you take in order to assist the reintegration of long term prisoners. Possible areas for discussion include the following:

**Rebuilding family and community ties.** *(For example, do you have a system for prisoners to undertake periods of 'home leave' or other forms of reintegration leave from prison?)*

**Practical 'life skills'** *in areas such as use of the internet, banking and financial management?*

**Accommodation:** *assistance in finding accommodation on release.*

**Employment:** *assistance in obtaining and maintaining employment.*

**Other support and monitoring:** *including systems of supervised release such as parole.*



## AGENDA ITEM 5

### WOMEN IN CORRECTIONS: (i) AS OFFENDERS (ii) AS OFFICERS OR OTHER STAFF

#### 1. Introduction

Prisons have traditionally been a very 'masculine' environment. The vast majority of prisoners are male and the majority of prison staff and prison management also tend to be male. However, in most parts of the region, the number of female prisoners is increasing faster than the number of male prisoners. As the number of female offenders rises, the number of women serving community based sentences is also increasing.

There is growing international recognition that female offenders have different needs from male offenders and that policies and practices developed for men may not meet the specific and complex needs of women. Thailand has played an important role in elevating international recognition of the special position of female offenders through its sponsorship of the *United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders* 2010, known as the 'Bangkok Rules'. In preparing for this agenda item, delegates may find it helpful to consider these rules (see [www.elfi.or.th](http://www.elfi.or.th)).

Traditionally, this has also been a predominantly male environment in the sense that relatively few women have worked in corrections. However, the number of women working in prisons appears to have been rising in many parts of the region. Some of these women are custodial officers and others work in other areas such as education, health and psychological services. In addition, it would appear that a significant number of women often work in probation and community based corrections. Furthermore, there are many women working in administrative and support roles and an increasing number in senior management positions.

It is therefore timely and important for APCCA to examine issues relating to women in the correctional system, both as offenders and as workers in correctional settings.

#### IMPORTANT NOTE

**To ensure that papers are not too long, it is strongly recommended that you discuss just *one of these themes*. In other words, please discuss *either* women as offenders *or* women as correctional workers.**



## 2. Women Offenders

### (a) Numbers

*How many female prisoners do you have in your prison system? What is the proportion of male to female prisoners? What are the trends over recent years?*

*[If you are responsible for administering community based corrections, please also provide figures on the male/female ratio and on trends over recent years.]*

### (b) Background and Needs

Research around the world suggests that female offenders tend to have particularly high needs and to face a variety of complex challenges. For example, at the 2011 APCCA in Tokyo, some countries mentioned that there are higher rates of mental illness amongst female prisoners than amongst male prisoners and many referred to high levels of substance abuse (drugs and alcohol). Furthermore, in some countries, many female prisoners are themselves victims as well as offenders, often having been subject to sexual or physical violence.

Please provide information regarding the background of female offenders. Relevant issues include:

- *Histories of offending*
- *Age*
- *Socio-economic background*
- *Family situation (for example, how many are mothers?)*
- *Health status (especially mental health)*

### (c) Policies and Practices for Female Offenders

As reflected in the Bangkok Rules, it is increasingly acknowledged that there are some fundamental differences between male and female offenders. This means that female-specific strategies and initiatives are required. It is generally accepted that these should include recognition of the fact that many women are mothers and are often the primary caregivers for their children.

Suggested discussion points include the following:

*Have you developed policies or strategies directed to the needs of female offenders? How far have you been able to implement these strategies in practice?*

*Are you designing prisons to meet the specific needs of women prisoners? What are the main differences between male and female prisons in terms of design? Do you have any prisons which house both male and female prisoners?*

*How does the daily regime for women prisoners differ from the regime for male prisoners? How are prisons for women staffed? Can male officers work in female prisons?*



*Please describe the practices you adopt to allow children to maintain contact with mothers in prison.*

### **3. Women Working in Corrections**

Women may work in prisons, in community corrections, in administrative positions or in senior management. Delegates are invited to consider one or more of these roles in their papers.

#### **(a) Prisons**

Broadly speaking, there are two main areas where women may be working in a prison in circumstances where they have regular and direct contact with prisoners. First, as custodial officers; secondly, in providing services such as health, education, counselling and programs.

Historically, and across the region, female officers have worked in women's prisons. But some countries have taken the view that it is not appropriate or desirable for women to work as custodial officers in men's prisons.

*Do you have any policies and rules governing whether women can work as custodial officers in male prisons?*

*What are the benefits, challenges and risks in having female custodial officers in prisons? Do you believe that having female officers in male prisons is, on balance, a positive thing? (For example, are female officers sometimes better at defusing volatile situations than men? Are there tasks which female officers cannot carry out, such as searches? What systems and processes are in place to support and assist female officers in their role and to provide career development?)*

*Do women work in your male prisons to deliver services such as education, psychological counselling, health services and offender treatment programs? Do you have specific training, support and career development systems for these female staff?*

#### **(b) Community Based Corrections**

Women may also be working in the context of systems of parole, probation and other community based sentences. Indeed, in some countries, women have long been a significant proportion of probation or parole officers.

*What is the proportion of male and females working as probation or parole officers? What skills do women bring to such roles? Do you have support and career development systems for women working in such roles?*



**(c) Administration**

In many countries women work in administrative support positions, including areas such as finance, human resources, and secretarial and administrative support. These are vital roles in any system.

*How many women work in administrative roles in your system? Do you have support and career development systems for women working in such roles?*

**(d) Senior Management**

In many countries, senior management positions (such as Commissioners, Assistant Commissioners, and Directors of various areas) are still primarily occupied by men. This is not surprising given that most custodial officers are male and that they have 'worked their way' up to the top, and bring that experience to the role. However, more women do now seem to be achieving higher level management positions.

*How many women work in senior management positions in your system? Do you have support and career development systems for women who are working in such roles or who would like to take on such roles?*

## **Appendix I**

**Report by the Administrator of the APCCA Fund  
(1 September 2011 – 31 August 2012)**



# **Report by the Administrator of the APCCA Fund**

**for the period  
from 1 September 2011  
to 31 August 2012**



**Report on Administration of  
Asian and Pacific Conference of Correctional Administrators Fund  
for the period from 1 September 2011 to 31 August 2012**

**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 expenditure 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 31st APCCA Conference held in Japan from 9 to 14 October 2011, the Conference noted that the financial position of the APCCA Fund was healthy.

The annual honorarium of US\$6,250 for the year 2011-2012 was paid to Mrs. Irene Morgan as Rapporteur in August 2012.

In addition, a sum of US\$695 due to the Singapore Prison Service for the ongoing development and maintenance of the APCCA website 2011-2012 was paid in August 2012.

An amount of US\$8,000, being subsidy to the host country for the year 2010-2011, was relinquished by Japan. As a provision of US\$8,000 was made in the 2010-2011 financial statements, the sum is reverted to the Fund and is reported as comprehensive income in 2011-2012 financial statements.

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### **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 2012, a total of US\$22,956 agreed contributions was received. In addition, a total amount of US\$7,765, being voluntary contributions by Australia (Capital Territory), Fiji, Macau (China), Mongolia, Philippines, Solomon Islands, Thailand and Vietnam was received. Thus, total contributions received amounted to US\$30,721. Total expenditure for the year, including handling charges for telegraphic transfer of US\$95, was US\$7,040. After deducting bank charges of US\$87 and taking into account bank interest income of US\$1, and relinquishment of claim for subsidy by Japan (the host country in 2010-2011), there was a surplus of US\$31,595 for the year. With a balance of US\$123,496 brought forward from the previous year, the Fund had an accumulated surplus of US\$155,091 as at 31 August 2012. Apart from the contribution of US\$1,000 received from Fiji and related handling charge of US\$8 for the contribution paid to the bank, there was no movement in the Fund between 31 August 2012 and the date of this report. Please refer to the attached financial statements for details.

/P.3 ....

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**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  
27 September 2012

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**Asian and Pacific Conference of Correctional Administrators (APCCA) Fund**  
**Balance Sheet as at 31 August 2012**

	Note	2012	2011
Assets		US\$	US\$
Cash at bank	1	154,099	130,529
Contribution receivable	2	1,000	975
Interest receivable		0	0
		<u>155,099</u>	<u>131,504</u>
<b>Liabilities</b>			
Accounts payable	3	8	8,008
<b>Net assets</b>		<u>155,091</u>	<u>123,496</u>

**Representing**

**Accumulated fund:**

Accumulated surplus

(i) As at beginning of the year	123,496	126,130
(ii) Surplus/(Deficit) for the year	<u>31,595</u>	<u>(2,634)</u>
	<u>155,091</u>	<u>123,496</u>



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**Asian and Pacific Conference of Correctional Administrators (APCCA) Fund**  
**Income and Expenditure Statement**  
**for the period from 1 September 2011 to 31 August 2012**

Income	Note	US\$	2012 US\$	2011 US\$
<b>Contributions Received</b>	4			
<i>(a) Planned Contributions Received (see Annex I)</i>				
Australia				
New South Wales		1,000		
South Australia		1,000		
Victoria		1,000		
Western Australia		1,000		
Brunei - for year 2011*		1,000		
Brunei		1,000		
Canada - for year 2011*		3,000		
Canada		3,000		
Hong Kong (China)		1,000		
India - for year 2011*		1,000		
Japan		3,000		
Korea		968		
Malaysia		978		
New Zealand		3,000		
Singapore		1,010		
<b>Sub-total</b>			22,956	15,912
<i>(b) Additional Contributions Received (see Annex II)</i>				
Australia				
Australian Capital Territory		975		
Fiji		1,000		
Macau (China)		1,000		
Mongolia - for year 2011*		290		
Philippines		500		
Solomon Islands		1,000		
Thailand		1,000		
Vietnam - for year 2011*		1,000		
Vietnam		1,000		
<b>Sub-total</b>			7,765	6,955
Total Contributions Received ( a + b )			30,721	22,867
Less: Bank Charges			87	56
Actual Amount Received			30,634	22,811
Add: Interest Income	5		1	1
<b>Total Income</b>			30,635	22,812
<b>Less : Expenditure</b>	5			
Honorarium to APCCA Rapporteur	6	6,250	8,750	
Subsidy to the host countries		0	11,000	
Rapporteurs' airfares to attend APCCA Working Group meeting		0	12,282	
Ongoing development & maintenance of APCCA website	6	695	721	
Handling charges for telegraphic transfer/bank draft	6	95	193	
<b>Total Expenditure</b>		7,040	32,946	
Add : Other Comprehensive Income	7	8,000	7,500	
<b>Net (Deficit)/Surplus</b>			31,595	(2,634)

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## Notes

1. Cash at bank represents the balance as at 31 August 2012.

2. Contribution receivable

The following contribution was received after the close of the financial year :-

Jurisdiction	Amount	Date of Banking
	US\$	
Fiji	1,000	11.09.2012

3. Accounts payable

	US \$
Handling charge for contribution from Fiji	8

4. Contributions are accounted for on accrual basis.

5. Expenditure and interest income are accounted for on accrual basis.

6. Amount comprised :

	US \$
(a) Honorarium to Rapporteur, Mrs. Irene Morgan For year 2011-2012	6,250
(b) Ongoing development & maintenance of APCCA website SGD 865.90 x USD 0.8021365	695
(c) Handling charges for telegraphic transfer/bank draft for:-	
Honorarium to Mrs. Irene Morgan for year 2012 HKD 350.00 x USD 0.12917143	45
Ongoing development & maintenance of APCCA website HKD 390.00 x USD 0.12912821	50
	<u>7,040</u>

7. Other comprehensive income

	US \$
Reversal of subsidy to the host countries relinquished by Japan for conference in 2011	8,000

Annex I

**Planned Contributions Received (2012)**

Jurisdiction	Recommended Minimum Contribution (US\$)	(a) Intended Contribution (US\$)	(b) Overseas Bank Charges (US\$)	(c) = (a) - (b) Actual Amount Received (US\$)	Received on
Australia					
New South Wales	1,000	1,000.00	-	1,000.00	25.04.2012
South Australia	1,000	1,000.00	-	1,000.00	02.02.2012
Victoria	1,000	1,000.00	-	1,000.00	25.04.2012
Western Australia	1,000	1,000.00	-	1,000.00	13.03.2012
Brunei	1,000	1,000.00 *	7.72	992.28	07.10.2011
	1,000	1,000.00	7.75	992.25	23.02.2012
Canada	3,000	3,000.00 *	-	3,000.00	10.10.2011
	3,000	3,000.00	-	3,000.00	22.08.2012
Hong Kong (China)	1,000	1,000.00	-	1,000.00	23.02.2012
India	1,000	1,000.00 *	-	1,000.00	16.01.2012
Japan	3,000	3,000.00	-	3,000.00	18.06.2012
Korea	1,000	968.00	7.74	960.26	25.06.2012
Malaysia	1,000	978.20	1.94	976.26	13.04.2012
New Zealand	3,000	3,000.00	7.74	2,992.26	06.03.2012
Singapore	3,000	1,010.00	7.74	1,002.26	10.05.2012
<b>Total</b>	<b>25,000</b>	<b>22,956.20</b>	<b>40.63</b>	<b>22,915.57</b>	

\* : Being contribution for year 2011 received after the 31<sup>st</sup> APCCA Conference.



**Annex II**

**Voluntary Contributions Received (2012)**

<b>Jurisdiction</b>	<b>(a) Intended Contribution (US\$)</b>	<b>(b) Overseas Bank Charges (US\$)</b>	<b>(c) = (a) - (b) Actual Amount Received (US\$)</b>	<b>Received on</b>
Australia				
Australian Capital Territory	975.00	7.75	967.25	01.03.2012
Fiji	1,000.00	7.75	992.25	11.09.2012
Macau (China)	1,000.00	-	1,000.00	13.03.2012
Mongolia	290.00 *	7.72	282.28	07.10.2011
Philippines	500.00	7.75	492.25	16.02.2012
Solomon Islands	1,000.00	7.74	992.26	31.05.2012
Thailand	1,000.00	-	1,000.00	13.03.2012
Vietnam	1,000.00 *	7.73	992.27	26.10.2011
	1,000.00	-	1,000.00	25.06.2012
<b>Total</b>	<b>7,765.00</b>	<b>46.44</b>	<b>7,718.56</b>	

\* : Being contribution for year 2011 received after the 31<sup>th</sup> APCCA Conference.

**Report on Audit of the Financial Statements of the  
Asian and Pacific Conference of Correctional Administrators (APCCA) Fund**

**Introduction**

At the 18<sup>th</sup> 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 2011 to 31 August 2012.



( HAJI ZAINAL HAJI ISMAIL )  
Brunei Darussalam

for Mamoru Miura  
Director General  
栗野哲也

( TETSUYA SUGANO )  
Japan

Date: 07/10/2012

Date: 07 / 10 / 2012



## **Appendix J**

### **APCCA Finance Committee Report 2012**

#### **Report of the Meeting of APCCA Finance Committee Meeting Room 4, Level 4, Rizqun International Hotel, Brunei (1430 hrs on 7 October 2012)**

##### **Present**

Mr. SIN Yat-kin, Hong Kong (China)  
Mr. Ian Johnson, Western Australia  
Mr. Tetsuya Sugano (Japan)  
Mr. Haji Zainal bin Haji Ismail (Brunei)

##### **Recorder**

Mr. PANG Yan-wai, Hong Kong (China)

##### **In Attendance**

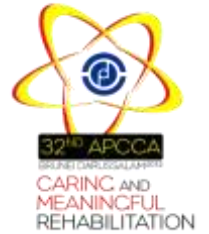
Mr. TANG Ping-ming, Hong Kong (China)  
Mr. Haji Ismail bin Haji Murat (Brunei)  
Mr. POH Eng-hua (Brunei)  
Mr. Haji Muhammad 'Isamuddin bin Abdullah Juna (Brunei)

##### **APCCA Fund Administrator's Report**

- This report covers the period from 1 September 2011 to 31 August 2012.
- A total of US\$22,956 agreed contributions have been received.
- Voluntary contributions amounting to US\$7,765 have also been received from Australia (Capital Territory), Fiji, Macau (China), Mongolia, Philippines, Solomon Islands, Thailand and Vietnam.
- Total contributions received are therefore US\$30,721.
- Total expenditure is US\$7,040 covering (i) Honorarium to APCCA Rapporteur; (ii) the costs of website development and maintenance; and (iii) telegraphic transfer handling charges.
- After deducting a bank charge of US\$87 and taking into account bank interest income of US\$1, and relinquishment of claim for subsidy by Japan, the host country of APCCA 2011, there was a surplus of US\$31,595 for the year. With a balance of US\$123,496 brought forward from the previous year, the APCCA Fund had an accumulated surplus of US\$155,091 as at 31 August 2012.
- Brunei (current host) and Japan (host of 31<sup>st</sup> 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**

**32<sup>nd</sup> ASIAN AND PACIFIC CONFERENCE OF CORRECTIONAL ADMINISTRATORS**  
**7– 12 October 2012**



- The next host should be included in the Finance Committee.
- The membership of the Finance Committee for the next financial year should be appointed at the Governing Board Meeting.



## **Appendix K**

### **APCCA Secretariat Report 2012**

**APCCA SECRETARIAT REPORT**  
(October 2011 – September 2012)

**For submission to the 32<sup>nd</sup> APCCA**

This report briefly informs members of the work done by the APCCA Secretariat during the period between October 2011 and September 2012.

#### **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 21<sup>st</sup> Annual Conference in 2001 to co-serve as the Secretariat for a term of two years. At the 23<sup>rd</sup>, 25<sup>th</sup>, 27<sup>th</sup>, 29<sup>th</sup> and 31<sup>st</sup> Annual Conference held in 2003, 2005, 2007, 2009 and 2011 respectively, the appointment was renewed for a total period of ten years till 2013.

4. 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**

5. Thirty jurisdictions have signed the APCCA Joint Declaration and hence become members of the APCCA. A total of 23 jurisdictions participated in the 31<sup>st</sup> Annual Conference held in Tokyo, Japan in 2011. Over the past one year, the Secretariat has maintained close contact with the Prisons Department, Ministry of Home Affairs of Brunei Darussalam and the Rapporteurs to assist in the organization of the 32<sup>nd</sup> Annual Conference.

6. Efforts have been made by the Secretariat to compile correctional statistics based on the reports submitted by correctional jurisdictions in the Asia-Pacific region for members' reference. This year, over 20 jurisdictions responded to our call for the statistical returns. The statistics will be published in the APCCA website after the conclusion of the Conference.

7. As the APCCA Fund Administrator, HKCSD manages the Fund in accordance with the APCCA Joint Declaration with the assistance of the Finance Committee. The APCCA Fund Administrator's Report will be tabled to the 32<sup>nd</sup> Annual Conference.

8. At the 31<sup>st</sup> APCCA conference held in Tokyo, Japan in October 2011, each member jurisdiction was asked to provide one contact point to APCCA Secretariat (Hong Kong) for consolidation. As at end September 2012, 21 out of 30<sup>1</sup> member jurisdictions have provided their contact details to APCCA Secretariat (Hong Kong).

#### APCCA Newsletter Production

9. The APCCA Newsletter is a twice-a-year publication for the purpose of sharing and learning amongst correctional counterparts in the Asia-Pacific region. The SPS has 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. Two newsletters themed "Partnership with Private Sectors and the Community" and "Specialised Regimes in Prison" were published in May and September 2012 respectively.

10. The themes of next year's newsletter will be "Managing Elderly Offenders" and "Managing Youth Offenders". The Secretariat looks forward to members' support in contributing articles for the upcoming issues. The newsletter actually serves as a medium to share members' knowledge and expertise, as well as to keep each other abreast of the developments in their organisations.

#### 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, the SPS was given the responsibility of maintaining and supervising the APCCA website and has been doing so since October 2002.

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<sup>1</sup> See Appendix 1



12. Following the endorsement of the Governing Board and APCCA members at the 31st APCCA in Japan, the Secretariat has completed the revamp of the APCCA website. The layout and aesthetics have been enhanced. In addition, a restricted access module for members only which currently holds the repository of conference reports and members contact details has also been created. The user names and passwords have been provided to the members through the official contact persons.

#### **Concluding Remarks**

13. 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.

14. 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 2012



Appendix 1

Member jurisdictions who HAVE provided their contact details to APCCA Secretariat

1. ACT, Australia
2. NT, Australia
3. South Australia
4. Tasmania, Australia
5. Victoria, Australia
6. Western Australia
7. Brunei
8. Canada
9. Hong Kong (China)
10. Macao (China)
11. India
12. Indonesia
13. Kiribati
14. Korea
15. Malaysia
16. Mongolia
17. New Zealand
18. Singapore
19. Solomon Island
20. Thailand
21. Vietnam

Member jurisdictions who HAVEN'T provided their contact details to APCCA Secretariat

1. NSW, Australia
2. Queensland, Australia
3. Cambodia
4. China
5. Fiji
6. Japan
7. Philippines
8. Sri Lanka
9. Tonga

## Official Photographs























