



CONFERENCE REPORT

34th Asian and Pacific Conference of Correctional Administrators

by

*Professor Neil Morgan and Irene Morgan
(in collaboration with the Correctional Service of Canada
and the APCCA Secretariat)*

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**Victoria, Vancouver Island
CANADA**



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The following matters are available at www.apcca.org:

- APCCA Membership List
- National and Regional Participation in APCCA since 1980
- Correctional statistics in the Asia and Pacific region
- List of Agenda Item and Specialist Workshop topics since 1980



HISTORY AND ROLE OF APCCA

Introduction to the 34th APCCA

This is the official report of the proceedings of the 34th Asian and Pacific Conference of Correctional Administrators (APCCA) held in Canada from 7th to 12th September 2014. The conference was generously hosted by Commissioner Don Head, Correctional Service of Canada. Since the establishment of APCCA in 1980 (see below), Canada has been a strong supporter of APCCA and has hosted the conference on three occasions. The previous two occasions were held in Vancouver, in 1998 and 2010.

The conference was held at the Delta Victoria Ocean Pointe Hotel. It was attended by delegations from 20 member nations and territories in the Asian and Pacific region including Australia,¹ Brunei Darussalam, Cambodia, Canada, China, Hong Kong (China), Macao (China), Fiji, India, Japan, Kiribati, Republic of Korea, Malaysia, Mongolia, New Zealand, Singapore, Solomon Islands, Thailand, Tonga and Vietnam. The Republic of the Union of Myanmar attended as an Observer. The list of national and regional participation in APCCA since 1980 can be found at www.apcca.org.

As in previous conferences, the delegations were headed by the Commissioner, Chief Executive Officer, or Director General responsible for corrections, and accompanied by other senior and specialist staff. There was also a representative from the United Nations and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI) who attended as an observer. Over 100 delegates and observers representing correctional, prison and policing services were present at the conference, to discuss and share their respective successes, challenges and issues that were of mutual concern in the correctional field.

An expressive conference logo and theme were designed by Canada. The conference theme *“Enhancing Public Safety Through the Correctional Continuum”* reflects the similar challenges faced by member countries in the Asia-Pacific region in trying to strike the right balance between the delivery of correctional programs and interventions, and public safety. The theme also represents how the appropriate correctional interventions can positively impact public safety.

The conference logo has two salmon which is one of the most iconic and famous emblems of the province of British Columbia. When the salmon are represented in pairs, it depicts good luck and dependability. The red and black colours portrayed in the logo are the primary colours used by the Coast Salish Aboriginal community members in their art work. The salmon holds a central place in local Aboriginal lifestyle and tradition, signifying the cycle of life. Characterised by its determination and persistence, the British Columbian

¹ The Australian delegates were from Victoria, Northern Territory and New South Wales.



salmon swims upstream, against water currents, to its birthplace so that it may spawn and create new life before its own eventual death.

The conference logo was designed by a former inmate at the William Head Institution. It was created for the Institution for the giving of the traditional name *Scianew* (pronounced as CHEA-Nuth) which means ‘people of the salmon’. During the conference week, delegates had the opportunity to view and purchase various pieces of art displayed at the conference venue. These items of art work were created by inmates from the William Head Institution.

Both the conference theme and logo flourished during the conference week. Valuable information was shared and discussed by delegates during formal conference sessions, and also informally during breaks and visits to correctional institutions. In line with the conference theme, delegates gained new insights by ‘looking to the future’ on how correctional service departments can achieve efficiencies and public safety outcomes by 2020. In addition, delegates shared new ideas on managing the release of prisoners and engaging the community through options such as pre-release centres, open prisons, home detention and aftercare.

On 9th September 2014, Commissioner Head delivered a specialist presentation on “*Effective Leadership in Corrections*” where he identified the keys to leadership excellence – namely, Planning and Vision; Communication; Tone Setting; Coaching - Feedback; Self-management; Coaching – Development; Decision-making; Courage and Risk; Relationships and Power; and Innovation and Change. Commissioner Head created the acronym “P.E.O.P.L.E.” to denote the attributes of personal leadership. Commissioner Head’s presentation can be found in *Appendix I*.

Visits to correctional institutions have always been an integral part of APCCA as they complement the formal conference discussions and provide the best possible practical method for delegates to observe operations in other jurisdictions. On 11th September 2014, the delegates visited William Head Institution, located about 25 kilometres from Victoria and in the extreme south of Vancouver Island. The Institution sits on a unique 87-acre property with a perimeter fence at the entrance but is otherwise not fenced, being surrounded by the ocean. The site has a fascinating history, too. Originally, it started life as a Quarantine Station for newly arrived migrants in the late nineteenth century. In 1958, the land was transferred from the Department of Health to the Department of Justice.

William Head Institution commenced as a federal minimum-security institution in 1959. However, in 1974, it was reclassified as medium-security. In January 2003, it became a minimum-security Institution. The Institution houses male inmates. It focuses on program interventions, Aboriginal healing programs, social programs and vocational training. Offenders share houses and must learn to collaborate in terms of running the house, budgeting, cleaning, cooking and living together. Delegates also visited the healing lodge and workshops where vocational training courses were conducted.



After visiting William Head Correctional Institution, delegates had the option to visit either the Vancouver Island Regional Correctional Centre, or the Victoria Salvation Army Community Residential Facility.

The Vancouver Island Regional Correctional Centre is situated in the District Municipality of Saanich. It is a remand and sentenced facility for inmates of all risk levels. The facility commenced operations in 1913 and was completely reconstructed in mid-1980s. In addition, significant renovations were done in 1990s. Like other provincial facilities in British Columbia, the Vancouver Island Regional Correctional Centre has a unique heritage façade and internal courtyard design.

The Victoria Salvation Army Community Residential facility is located in Victoria. The facility acts as a bridge in assisting the offenders' transition and reintegration from a correctional institution to life in the community. The facility provides a safe and supportive environment for offenders on release, by facilitating reintegration and promoting pro-social change.

The generous hospitality provided by the Correctional Service of Canada ensured that delegates left Canada with a renewed belief that there are always new ways for correctional departments to deliver their services that strike a balance between the effective rehabilitation and reintegration of offenders into the community, and the protection of community safety. In addition, friendships were formed and renewed in the way that uniquely represents APCCA.

Commissioner Don Head's staff were extremely professional and helpful, providing every possible assistance to delegates. They were a tribute to the organisation and to the country. The delegates found the conference professionally invaluable and also thoroughly enjoyed the conference week which gave them an insight into the fascinating history, culture and traditions of Victoria and the Coast Salish Aboriginal community members. As the rest of this report will show, the contacts made through APCCA and the discussions in session and out of session are leading to significant regional collaboration and change.

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*. The *Joint Declaration* sets APCCA's governance framework, including a Governing Board, sub-committee structures, a Secretariat, and a formal Rapporteur role (see below and *Appendix A*).



Between 1980 and 2014, APCCA met in numerous nations across the region: Australia (five times); Brunei Darussalam; Canada (three times); China (twice); Hong Kong (China) (three times); Fiji; India (twice); 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 34-year history. The topics discussed at those earlier conferences are available at www.apcca.org.

APCCA has several important traditions. It is unique because 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 following APCCA symbols were presented by Fiji, India, the Republic of Korea and Malaysia:

- ***Fijian War Club, Whale's Tooth, Scales and Book***

Although a Fijian war club may be thought to be associated with aggression and violence, its significance is that it is a sign of peace, harmony and civilisation when it is surrendered to another person. Thus, it symbolises the end of conflict and represents peace, reconciliation, civilianisation and harmony. The whale's tooth is an item of great significance and it represents the Land, its People and their traditions. It is an instrument for seeking peace amongst people.

The Scales represents 'justice' and symbolises the dawn of 'civilianisation' in each country. The Book represents the Bible, its values and doctrines. It reflects the major role of religion in the development of the nation of Fiji. This was responsible for the cessation of warfare and cannibalism amongst its ancestors and set the backdrop for lasting reconciliation amongst the Fijian people and with other ethnic groups that make up the total population in Fiji. In the context of APCCA, the *Book* represents the knowledge shared amongst APCCA members over the years. This knowledge is documented in the annual APCCA Reports (which are available on the website).

- ***Indian Oil Lamp***

The Oil Lamp was a gift from India. It signifies learning and enlightenment. In the context of APCCA, the Indian Oil Lamp shines the pathway to the sharing of ideas and best practices in corrections amongst APCCA members.

- ***APCCA flag***

The APCCA flag was created by the Corrections Bureau, Republic of Korea in 2005. It symbolises the long life and strength of APCCA.

- **APCCA Song 'Togetherness in Unity'**

The APCCA Song was composed by the Prisons Department of Malaysia in 2008. The lyrics reflect the strength of APCCA where friendships and knowledge are shared each year, and how member countries can help one another to make the world a better place. The APCCA Song is played during the Opening and Closing Ceremonies of the conference (see *Appendix B*).



The APCCA flag; Indian oil lamp; and Fijian war club, whale's tooth, set of scales and book

The APCCA Joint Declaration and APCCA Management

A significant 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. Since then, a number of other jurisdictions have signed up. The APCCA members are Australia (all States and Territories), Brunei Darussalam, Cambodia, Canada, China, Hong Kong (China), Macao (China), Fiji, India, Indonesia, Japan, Kiribati, Republic of Korea, Malaysia, Mongolia, New Zealand, Philippines, Singapore, Solomon Islands, Sri Lanka, Thailand, Tonga and Vietnam.

The *Joint Declaration*, which followed from the recommendations of a Working Party in 2002, 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 25th APCCA in the Republic of Korea (2005), the 27th APCCA in



Vietnam (2007), the 29th APCCA in Perth (2009), the 31st APCCA in Tokyo (2011) and the 33rd APCCA in India (2013), the conference recorded its appreciation to Hong Kong (China) and Singapore, and gratefully accepted their offer to continue the role.

The roles of the Rapporteurs are also set out in the *Joint Declaration*. Professor Neil Morgan² (who has been a Rapporteur for APCCA since 1997) and Ms Irene Morgan³ (who has been serving APCCA since 2000) have served as Rapporteurs since 2003. In line with the terms of the *Joint Declaration*, their roles have been reviewed at the 26th APCCA (New Zealand, 2006), the 27th APCCA (Vietnam, 2007), the 31st APCCA (Tokyo, 2011) and the 34th APCCA (Canada, 2011). Under the terms of the *Joint Declaration* they were offered, and accepted, a further two-year appointment in 2014.

At the 30th APCCA in Vancouver, Canada (2010), the Conference acknowledged the strong traditions and achievements of APCCA. However, as it was around ten years since the *Joint Declaration* had been signed, it was decided that it was timely to survey members and to establish a *Working Group on the Future Directions of APCCA* to examine opportunities to build on these achievements over 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.⁴

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 E*) 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.

For the 34th APCCA, all delegations made presentations to the whole conference on Agenda Item One on Tuesday. The United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI) also made a presentation. Discussions on the other Agenda Items were held in concurrent 'break out' groups on the Wednesday and Thursday. The facilitators of each break out group then presented a summary of the discussions and findings to the conference as a whole on Friday.

² The Inspector of Custodial Services for Western Australia (www.oics.wa.gov.au) and Winthrop Professor of Law at the University of Western Australia.

³ Legal Policy Advisor, Western Australia Police, Australia.

⁴ See www.apcca.org



Conference Report, APCCA Statistics and Newsletters

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 Reports⁵ 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 Regional Statistics reports can be found at www.apcca.org

In addition, Newsletters are produced bi-annually by the Singapore branch of the APCCA Secretariat.⁶ Member countries are invited to submit articles on selected topics, for publication on the website. For example, the July 2014 issue of the Newsletter was on specialised training for correctional staff which included responding to external agencies' training needs in New South Wales; training for staff who deliver sexual offending programs in Queensland; the evolution of tactical training in Hong Kong (China); bringing 'Truss Techniques' into operations in Macao (China); cure and care program for parole officers in Malaysia; resilient leadership training program in Singapore; and specialised training courses for Thai correctional officers.

The Conference Reports, Regional Statistics and Newsletters are the most comprehensive source, sometimes the only source, on many matters. Over the years many delegates have commented on the value of the reports as a resource in developing correctional policies, laws and practices and in influencing government decisions. The Conference 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 which 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.

⁵ The Conference Reports are available at: <http://www.apcca.org/library.php#page=publications>

⁶ The Newsletters are available at: <http://www.apcca.org/library.php#page=publications>



OPENING CEREMONY AND OFFICIAL SPEECHES

The Opening Ceremony was held in the Arbutus Ballroom at the Delta Victoria Ocean Pointe Hotel. It began with a procession to the stage by the Mayor of Victoria, His Worship, Mr Dean Fortin. Mr Don Head (Commissioner of the Correctional Service of Canada and the host of APCCA 2014), Professor Neil Morgan and Ms Irene Morgan (APCCA Rapporteurs), Mr Shri Radhakrishna Kini (Additional Director General, Bureau of Police Research and Development, India, and representing the host of APCCA 2013), and Ms Pornpitr Norapoompipat (Deputy Director General, Department of Corrections, Thailand, and representing the host of APCCA 2015).

As the Guest of Honour, Mayor Fortin welcomed the delegates and observers to Victoria. He emphasised that corrections was a vital element in community protection and that the role was not always adequately understood. Mr Fortin stressed the importance of initiatives to assist released inmates' reintegration into the community, and drew attention to the positive impact in Victoria of initiatives to find employment for repeat prisoners on release. As a result, there have been far fewer police call outs, community disruption and offending.

The Official Opening of the 34th APCCA commenced with the APCCA symbols being escorted into the room by the Guard of Honour from the Correctional Service of Canada (CSC). The significance of the APCCA symbols and the meaning of the conference theme and logo were explained by Ms Tracie Nottle (MC for the conference and Chief of Staff to Commissioner Don Head).

It has been the tradition for the host of the previous conference to 'hand over' the APCCA symbols to the current host. As a symbolic gesture, Mr Kini handed over the APCCA flag⁷ to Commissioner Head. The APCCA flag represents the long life and strength of APCCA.

Ms Melissa Lunde sang the National Anthem, "*O Canada*"; this was followed by everyone singing the APCCA Song. The song reminded delegates of the importance of sharing ideas and forming collaborative friendships with one another to ensure a peaceful future.

Elder Tom Sampson and his family were formally invited to the stage to give a traditional blessing. Elder Sampson and his family come from Saanich which is part of the larger Coast Salish Nation which is referred to, at times, as the South Island tribes. Elder Sampson and his family gave their blessing and performed a dance, song and drum ceremony. Elder Sampson also gave delegates a moving insight into the culture, traditions and values of his community.

Commissioner Head then delivered a warm welcome speech. Commissioner Head commenced his career with the Correctional Service of Canada in 1978 as a Correctional Officer at William Head Institution. Since then, he has held operational and management positions in four federal institutions, Regional and National Headquarters, and in senior

⁷ The APCCA flag was designed by the Republic of South Korea when it hosted the 25th APCCA in 2005 in Seoul.



management positions in provincial Correctional Services. In 2008, he was appointed as Commissioner to the federal Correctional Service where he oversees 43 institutions, 16 community correctional centres and 92 parole offices across Canada. CSC employs over 18,000 staff and it is responsible for the care and custody of over 23,000 offenders (in custody and in the community). Through his leadership, Commissioner Head has devised the CSC mantra "*Changing Lives, Protecting Canadians*" the cornerstones of CSC's work.

At the conclusion of the ceremony, official photographs were taken of all delegates and observers.



Agenda Item 1 - National Reports on Contemporary Issues in Corrections

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 challenges they face and the initiatives they have adopted to address those challenges. Secondly, by retaining a similar approach from year to year the topic provides 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 learning and long term understanding.

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 emerge during other agenda topics, the title was changed in 2011 to '*Challenges and Initiatives in Corrections*'. The intent was that the main written papers would continue to address a broad set of issues but that the conference presentations would focus on one or two areas.

The national reports always reveal a wide range of issues. These reflect not only different traditions with respect to corrections, but also the region's broader cultural, historical, economic and socio-political diversity. For example, this conference was attended by the world's two most populous nations (China and India) and also by some small Pacific island nations (including Fiji, Kiribati, the Solomon Islands and Tonga). Some APCCA members, including Hong Kong (China), Macao (China) and Singapore are small in size but densely populated whereas others, notably Canada and Australia, are physically vast but have 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'. Whilst it must be recognised that the 'Human Development Index' takes account only of selected socio-economic and political measures, some APCCA members are in the top 15% but some are in the bottom 15%.⁸

Despite this staggering diversity, correctional administrators face many common themes. The following discussion shows that sharing and learning through forums such as APCCA is a powerful influence on improving correctional services.

⁸ See <http://hdr.undp.org/en/statistics/>.



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 overview draws on both the presentations and the written papers. First, it outlines the key trends and issues in each country. Then it concludes with some general reflections on trends and issues across the region and the importance of the 'correctional continuum'.

2. Issues and Policy Initiatives

Canada

Canada has a federal system of government and the Correctional Service of Canada (CSC), the host of APCCA 2014, is a Federal agency. CSC has responsibility for offenders sentenced to two years' imprisonment or more, and for the management of such offenders when they are released on parole. It also has responsibility for the management of specific cohorts, including those whom judges make subject to 'long term supervision orders' (for example, some serious sex offenders). Other Canadian prisoners, including those held on remand and those serving less than two years are held in Provincial and Territorial jails. The Provinces and Territories are also responsible for offenders under the age of 18 years. Reflecting these arrangements, Canada has 14 different correctional services in total.

CSC manages approximately 15,300 inmates and an additional 8,000 offenders under community supervision. It has five regions and an annual budget close to 2.6 billion Canadian Dollars. It employs almost 19,000 staff and manages more than 200 contracts with community service providers. CSC operates a range of maximum, medium and minimum security penitentiaries (including six for women), five psychiatric facilities, and several 'healing lodges' for Aboriginal inmates.

In 2011, CSC informed APCCA that the Government was pursuing a "Tough on Crime" Agenda, key features of which include increased penalties for sexual offences against children and serious drug offences along with direction emphasizing that the protection of the community is the paramount consideration for corrections. The Tough on Crime Agenda has been partly responsible for an increase in the federal offender population over recent years. Rather than building new penitentiaries, CSC has accommodated these increased numbers through 'double-bunking' cells which were originally designed for one person, and by constructing new units within existing prisons. While this has allowed for the closure of three older institutions, it has also resulted in an increase in double-bunking; approximately 20% of inmates are now double-bunked, compared with 8% a few years ago. However, with new units coming online, these numbers are expected to return to pre-2011 levels.

In addition to this, the Correctional Service of Canada is continuing the work on its Transformation Agenda to enhance public safety. Elements of this Agenda included: an emphasis on offenders' responsibility and accountability, enhancing correctional programs and employment skills of offenders, and strengthening community corrections. CSC reported that it has made progress in the management and treatment of offenders with



mental health issues, especially in understanding the factors that underpin behaviours. However, it acknowledged that the development and continuous improvement of assessment tools and interventions is ongoing.

China

Despite its vast size and population, China has one national prison system. It houses more than 1.6 million prisoners in over 680 prisons. Of these prisoners, around 30,000 are juveniles and around 100,000 are women.

China reported that while its prisons have been safe and secure over recent years, it has been progressively revising its prison laws and policies. The aim is to achieve standardised operations, greater accountability and transparency, and improved performance across such a vast and diverse system.

Prison law enforcement in China has improved as a result of the new laws. Prisoners are treated more consistently, and in 2014 a number of practices were standardised. There is also now greater transparency in prison affairs and violations of law by prison officers have fallen. There have also been improvements with respect to security, epidemic control and disaster management.

Key focal points in China include rehabilitation and community corrections. Improved education and training programs leading to qualifications recognised in the wider community were reported to have led to reduced rates of recidivism.

China has experienced mass movement from the land into cities in recent years and is looking to optimise and improve its prison locations and prison buildings. Other challenges include the increasing complexity of the prisoner population; improving the range and quality of rehabilitation programs; and building staff capacity and professionalism.

Since 2012, China has been actively seeking to expand community based measures, including 'public surveillance', probation and parole. It reported that, to date, there has been a low rate of re-offending by people on community orders.

Although the presentation by China gave many examples of progress, it also emphasised that it is important to focus on continual improvement in laws and practices, and that engagement in international forums such as APCCA has been of real assistance.

Hong Kong (China)

Hong Kong (China) has a reputation as a safe city and its crime rate and the overall rate of imprisonment are both declining. Its recidivism rates have also declined from 38% to 29% in the past decade. However, there are some significant pressure points in prisoner numbers, especially in relation to services and facilities for female prisoners. A good deal of investment has been targeted at this area in recent years.



The Correctional Services Department of Hong Kong (China) (CSD) emphasises that enhanced public safety starts as soon as the person enters prison. The focus is on strict discipline, regular living patterns, and strategies to address offenders' rehabilitation needs. The strength of the economy has assisted CSD to obtain increased resources over recent years. As a result, a substantial program of prison building and upgrading has taken place. Both this program and CSD's general approach to managing prisoners are underpinned by three core concepts: *'Caring for people, Caring for environment, Caring for community'*.

Security has been enhanced over recent years. There have been no escapes for seven years, the result of improved technologies and improved human oversight. An X-ray body scanner, introduced in 2013, has proved highly effective and far better than manual rectal searching, as evidenced by a decrease in the number of seizures of dangerous drugs from 158 in 2012 to 95 in 2013.

In order to enhance public safety, CSD aims to equip prisoners with skills which are genuinely market-oriented so that they are able to obtain genuine and sustainable employment on release. Other priority areas include knowledge management systems, services to women prisoners, and enhancing international/regional collaboration. CSD also continues to work very hard to promote community engagement in order to gain support for its goals, to provide services into prisons, and to provide post-release employment and other support.

CSD was about to undergo leadership change with the retirement of Commissioner Mr Sin Yat-kin. However, reflecting the CSD's strong focus on professional development and succession planning, it was anticipated that his successor would be someone who, like Mr Sin, had worked their way up through the ranks.

Macao (China)

Macao (China) has undergone rapid change with the massive recent growth in gaming tourism and associated entertainment. Its land mass is only 31.3 square kilometres and its population just 624,000. However, it has more than 15 million visitors each year. This has created a complicated social environment with increased opportunities for illegal activities. Although the crime rate has remained relatively stable for a number of years there are signs of a recent increase.

The Macao (China) Prison is a department which falls under the Secretary for Security but the delivery of rehabilitation services for released prisoners is the responsibility of the Department of Social Rehabilitation (DSR) which is located in the Legal Affairs Bureau.

The existing Macao (China) prison is overcrowded and quite old. It is therefore being expanded and renovated. Construction of a new prison commenced in 2010.



Particular pressure points in Macao (China) include the growing number of female prisoners, non-local prisoners and prisoners being held on remand. The number of women in prison has increased by over 50% between 2010 and 2014, and there has been an expansion project at the prison to increase capacity and improve services for women. Drug offenders remain an area of particular concern and the DSR has been trialling new treatment programs.

The DSR is also driving a number of initiatives to bridge the gap between prison and the community. These include employment programs for pre-release prisoners; family programs; a half-way house (established in 1998 and now delivering programs focusing on family and social skills); and a reintegration scheme providing practical support for non-residents of Macao (China).

Fiji

Fiji has overhauled its system over recent years. A new *Corrections Act* 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 Fiji Corrections Service (FCS) has revised its mission and vision to meet the new expectations, and central government has set challenging targets including a large reduction in recidivism.

FCS faces several challenges in meeting its legislative goals and government targets. Although there have been some improvements to staff quarters and conditions for prisoners, much of the prison system is old and dilapidated. Overcrowding is also a problem as it does not allow sufficient separation of different groups of prisoners and affects access to services. These problems are compounded by the fact that prison maintenance has not been the responsibility of FCS but of a different government department, and there have been no proactive periodic maintenance plans. FCS has argued that it should be given a direct budget allocation for maintenance. It hopes that this, along with the construction of new remand prison in Suva, will help to alleviate its problems. However, despite these hurdles, FCS has achieved some success in meeting its targets (see Agenda Item 2 below).

Fiji has rolled out a number of important new projects with engagement and assistance from fellow APCCA members. As part of a strategy to change public perceptions of offenders and of corrections, it has adopted its own version of the Singapore Yellow Ribbon program and this is showing promising signs.

India

India, the host of the 2013 APCCA conference in Delhi, is a vast and complex country with a vast and complex prison system. The Republic of India came into being on 26th January 1950, after gaining independence in 1947.



To some degree, the colonial legacy and the struggle for independence still live on, and the words of Mahatma Gandhi certainly still resonate in prison law and prison administration. Gandhi continually emphasised the rights of all people, including prisoners, to be treated with dignity, humanity and respect, and said that the way prisoners are treated is one of the best indicators of the state of the whole society. Similar principles are reflected in the Indian Constitution, and the courts and national and state-based Human Rights Commissions are actively engaged in prison issues.

The Indian Union consists of 28 States and seven Union Territories, and the total population of the country is more than 1.2 billion people. The Constitution is of fundamental overriding importance in the context of prisons because it guarantees to everyone the rights of liberty, dignity and equality.

One of the key challenges facing prisons in India is uniformity because while the general governing legislation is national, different states have the responsibility for prison administration. In order to promote greater uniformity in administration and standards, the national government is using a range of strategies, including new legislation and financial incentives. This drive has partly come about as a result of the engagement of the courts and the national Human Rights Commission in prison issues.

The Indian prison system remains overcrowded, though the current occupancy rate of 112% is down from 145% a few years ago. The main problem faced in Indian prison administration is the very large number of 'undertrials' (unsentenced prisoners) who constitute 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 bail and other alternatives to imprisonment.

India has expanded its focus on services geared to rehabilitation and community re-entry, including Open Prisons. It also said that it is committed to introducing arrangements for the transfer of foreign national prisoners.

Japan

Japan has undertaken comprehensive penal reforms over recent years following a number of incidents and reviews. In 2003, the Correctional Administration Reform Council issued a report called 'Prisons that Gain the Understanding and Support of Citizens' which made 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, the *Reform of Correctional Administration Act 2006* and the *Reform of Prison Law Act 2007* were enacted. Boards of Visitors have been established at all prisons to enhance transparency and accountability. These Boards, which consist of professionals such as doctors and lawyers, visit prisons to inspect conditions and consider prisoners' complaints. In 2013, 578 'opinions' were provided by 77 Boards across the country. In June 2013, there were further revisions to the law to allow 'partially suspended sentences' to be imposed by the courts.

The crime rate in Japan is declining, as is the overall imprisonment rate. However, there has been a rapid growth in the number of older prisoners, some of whom have little community support and therefore commit further offences on release so they can return to prison. The figures are striking: in 2005, Japanese prisons housed twice as many newly admitted prisoners aged 20-29 as those aged 60 and over. Since then, the number of 20-29 year olds has declined but the number of older prisoners has risen very fast. The number of women, especially older women, has also been rising very fast, and female prisons are seriously over-populated. Although many countries have more female prisoners and more older prisoners, Japan's problems are on a unique scale.

A number of initiatives are being undertaken to improve rehabilitation and re-entry services to all prisoners, with a special focus on the needs of women and older prisoners. These initiatives include a focus on employment skills and promoting better linkages between the Correction Bureau, the probation service and local community. Private Finance Initiative ('PFI') facilities continue to work with government prisons to provide a range of rehabilitation opportunities.

The March 2011 earthquake and tsunami on the East coast of Japan caused immense damage. Corrections Bureau staff and prisoners played a key role, along with other agencies, in rescue work at the time and in subsequent repair and restoration work. Post-disaster recovery is still underway.

Kiribati

Kiribati consists of a number of small and scattered islands. It has a small population and a small number of prisoners (around 100). The challenges that Kiribati faces with respect to corrections need to be understood in the context of the much broader challenge of climate change. The islands are low-lying and extremely vulnerable to global warming.

Domestic violence is the single most concerning problem in Kiribati. It frequently affects children as well as wives and is often tied to jealousy and compounded by alcohol abuse. In 2012, Kiribati enacted the *Children, Young People and Family Welfare Act*. This Act reflects international standards (such as the *United Nations Convention on the Rights of the Child*) as well as best practices across the region. Prevention and early intervention services are being developed and rolled out in collaboration between government and non-government agencies.



Kiribati needs to update its corrections legislation, which still dates back to colonial times. Plans for a new male prison are still in the pipeline but a new women's prison is being built on Christmas Island for between four and six women. Previously, female prisoners had to live with a policewoman on their home island but they will now need to be taken to Christmas Island.

The situation faced by female prisoners has highlighted another problem for the Kiribati Prison Service, namely, the problem of transporting them over long distances by sea. For example, Christmas Island is ten days by sea from the capital; the Kiribati Prison Service does not have its own fleet; ferry fares are expensive; and prisoners are commonly held in police quarters until they are transported, raising human rights issues.

Korea

Korea's prisoner numbers dropped between 2009 and 2012 but rose significantly again in 2013 and 2014. The recent increase in numbers appears to be partly due to a slight increase in the national crime rate but also reflects changes in criminal law and practice, including a stricter application of parole laws to some categories of prisoner. The profile of prisoners has also changed: in particular, there are now many more female prisoners and a much higher proportion of prisoners aged 50 or over.

The Korea Correctional Service (KCS) is part of the Ministry of Justice. KCS has been rolling out measures to improve correctional services for more than a decade. Major initiatives are underway to reflect the fact that inmates are no longer just the target of punishment, but need protection and healing. In 2013, an Intensive Personality Education Program was introduced with the aim of 'changing inmates' personality' and 'significantly reducing second convictions'. The program initially targeted selected groups of prisoners in five prisons but from 2015 will operate in all prisons.

Another striking and positive feature 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.

Like many other countries, Korea has seen an increase in the number of female prisoners and prisoners aged over 40. However, the number of foreign inmates has declined over recent years.

To meet the demand posed by increasing prisoner numbers, new prisons are being planned. It is also intended to increase the minimum space per person from 2.8 square metres to 3.3 square metres.

KSC said that a major ferry disaster in April 2014 had led to all government departments, including corrections, reviewing and refreshing their safety procedures and practices.



Malaysia

The Malaysian delegation began by paying their respects to the people who had been lost when a Malaysian Airlines plane (MH370) disappeared in March 2014, and when another (MH17) was shot down over Ukraine in August 2014.

In 2009, the Malaysian government launched a 'Government Transformation Program' (GTP). Priority targets of the GTP included reducing crime and recidivism. The Prison Department, which is part of the Ministry of Home Affairs, had already identified rehabilitation and community involvement as key ingredients in reducing recidivism and had been developing programs and initiatives. These programs appear to have been successful, with recidivism rates at around 8%, better than the government target of 10%.

Malaysia's total prison population has remained relatively constant since 2008. The balance between male and female prisoners has also remained constant. However, the number of prisoners on death row has increased very quickly. Malaysia also still has a very large number of foreign national prisoners, primarily from Indonesia.

In 2008, the *Prisons Act* was substantially amended to allow the implementation of a parole system (drawing on Australian experience). 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 general aim of the Malaysian Prison Department is to provide a seamless system of incare in prisons and then parole and/or aftercare in the community. New prisons are being built in order to improve rehabilitation and eliminate overcrowding. One of them will be an 'agro' (agricultural) prison to help the system become more self-sufficient.

Two other initiatives are also underway. First, the Malaysia Prison Department is focusing attention on the 'Healthy Prison' concept which was developed by the World Health Organisation. The Healthy Prison concept has four key elements: safety; respect; purposeful activity and resettlement. The Department is seeking to benchmark its performance, both internally and externally, against these four cornerstones. The second initiative is to build a stronger workforce through empowerment, engagement, enhancement of skills and enhanced security.

Mongolia

Over the past 15 years, 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 very 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. However, the country does face economic constraints and further work needs to be done to rationalise the legal framework for corrections (currently more than one hundred Court Decision Executive Operation codes are used). Although some prisons are still old, conditions were reported to have improved. The number of prisoners has remained relatively constant and the country has around 25 prison sites.

It has been recognised that good staff are the key to good practice. New training programs have been developed and staff are provided with housing and other benefits in order to attract and retain good quality applicants.

One of Mongolia's current priorities is to improve its 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. In addition, a new Department for Non-Custodial Sentences has been established. This will drive a stronger focus on community-based penalties and community supervision. The government has also committed to increasing the justice system's responsiveness to victims.

New Zealand

The New Zealand government has set targets for all its law enforcement agencies in terms of reducing crime and recidivism, which includes a target of 20 per cent reduction in total crime by 2018.

Between 2012 and 2017, the Department of Corrections is expected to reduce the rate of recidivism by 25%. Importantly, the Department is expected to achieve these targets largely within existing budget allocations.

These targets have forced some fundamental re-thinking and a more innovative and evidence-based approach to program delivery and service provision, underpinned by stronger engagement with community and non-government service providers. There is evidence (including an independent report by the New Zealand Auditor General in late 2013) that these initiatives are having a beneficial impact.

The New Zealand delegation discussed four key challenges. The first was the issue of complex needs offenders, such as those who present with issues relating to drug use, alcohol use and mental health. The focus in such cases is on providing quicker access to forensic services and more rigorous and timely monitoring, including 'real-time' monitoring of alcohol or drug use. A second major challenge is the issue of older prisoners, many of whom have high needs.

A third challenge relates to the management of violent and sexual offenders for whom a range of longer and more intensive supervision measures have been introduced. The fourth key challenge is to try and develop stronger 'release to work' programs for those offenders who keep coming in and out of prison, often for less serious crimes. There is a stronger focus



on life skills and on providing a 'mentor' to meet the person on release and to help link them to community supports.

Singapore

Over the past decade, Singapore has reoriented its system towards improving rehabilitation and reintegration outcomes whilst maintaining its firm focus on law, order and discipline. There is evidence of positive results: crime rates have fallen, prisoner numbers have fallen, and recidivism rates have fallen over the last 10 years. These positive results reflect the fact that a holistic Singapore-specific model was conceptualised, adopted and sustained. Importantly, this was backed up by a strong focus on learning and on improvement if issues or failings are identified.

Although the general trends are positive, the Singapore Prison Service (SPS) reported that it now houses a large number of 'multiple time' offenders, with almost half of its prisoners having been incarcerated more than five times. Drug abuse remains one of the primary drivers behind these figures and accounts for around 80% of admissions. In order to meet this problem, SPS has identified improved throughcare, especially for high risk prisoners, as a priority.

SPS also reported that it must respond to the changing 'climate of public trust', with the general population now demanding greater transparency across government as a whole and from SPS itself.

In 2014, a *Prisons Amendment Bill* was enacted, laying the framework for two key initiatives. Previously, the last one-third of the sentence imposed by the courts would be unconditionally remitted for all prisoners, subject to good behaviour. Under the *Conditional Remission Scheme*, the remaining one-third of the sentence is suspended, and they are released under a Conditional Remission Order with a Basic Condition. The Basic Condition stipulates that they must not re-offend during the last one-third of their sentence and be sentenced to a sentence of imprisonment. A *Mandatory Aftercare Scheme* is also being introduced to ensure that high risk prisoners are both monitored and supported on release (see the report of the 2012 conference). In addition, provision is made in the legislation for some offenders to be subject to an Enhanced Supervision Scheme (ESS). Finally, the new Act provides for the establishment of Community Rehabilitation Centres for young offenders.

In 2013, a Pre-Release Centre (PRC) was established at the Changi Prison complex. This focuses on breaking down criminogenic mindsets, building family relationships, and enhancing employability. The Yellow Ribbon Project, designed to promote community awareness and acceptance of ex-offenders, also remains a strong element in SPS strategy.

SPS continues to invest heavily in its staff and assets. Capability building is regarded as vital, and this includes people, infrastructure, technologies, systems and organisational structure.



Solomon Islands

The Solomon Islands enacted new legislation in 2008, with assistance from other regional countries, notably Australia. The 2008 Act sought to embody international standards and involved a philosophical shift from social isolation and punishment to rehabilitation and reintegration.

Reflecting the modern focus, the Corrections Services Department of the Solomon Islands (CSSI) was established, and replaced the old Prisons Department. Over recent years, a great deal has been achieved, especially as the country needed to re-develop after ethnic tensions and conflict. There has been investment (including foreign aid) in the construction of new facilities and the upgrading of older sites. Audit and inspection systems have been introduced as well as staff performance management processes. There has also been a sharper focus on strategic planning, staff development and leadership/management training.

In order to embed the new focus on reintegration, a parole system has been introduced and engagement with the community has improved. CSSI will also be introducing its own Yellow Ribbon project over the short to medium term.

However, although a great deal has been achieved over the past decade, CSSI faces many challenges. One of these is budget constraints: as CSSI has built its own capacity and has reduced reliance on donor support, it has become more reliant on Solomon Island government funding and it has been difficult to get the required priority.

Another challenge is the difficulty of managing the reintegration of offenders to the community when the country consists of numerous scattered, isolated, small islands. Workforce challenges include an ageing prison officer population and a need to ensure continuity in senior leadership and management roles so that the achievements of recent years can be built upon.

Sri Lanka

Like many other countries, Sri Lanka is a former colony. The British colonial legacy lives on in Sri Lanka's legislation and prison system and the country also faces the challenge of trying to recover from severe civil conflict, and sometimes also natural disasters.

The vision for Sri Lankan prisons is to 'socialize inmates as good citizens' but the system has 'overcrowding of alarming proportions'. Overall, the prisons are operating at 250 per cent of official capacity and some individual prisons are even more overcrowded. Sri Lanka emphasised that overcrowding is not just about space for prisoners to sleep: due to overcrowding, many prisons now have inadequate water, toilet and sewerage arrangements and are even lacking essential items such as bedding, clothing and cutlery. Medical and other services are also inadequate.



Although government funding for the criminal justice system as a whole has increased, prisons have been afforded very low priority. As a result of political and ethnic conflict over recent years, the prisons face the challenge of managing high risk prisoners in a way that will not lead to breaches of security and safety or to other prisoners being influenced negatively. In addition, the Sri Lankan delegate said that drug abuse has reached 'alarming proportions' in recent years.

Initiatives being pursued in Sri Lanka include a whole of government approach to tackling the drug problem, and measures to increase rehabilitation and reintegration opportunities for prisoners, such as increased home leaves and community supervision.

Thailand

Thailand is progressing some fundamental reforms to its *Penitentiary Act*. One important feature of the new Act is that it mandates compliance with the United Nations Standard Minimum Rules for the Treatment of Prisoners and other international standards.

Thailand drove the drafting and adoption of the *United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders* (the 'Bangkok Rules') in 2010. Since then, the Bangkok Rules have been rolled out across the country's prisons and checklists and compliance procedures have been produced.

Thailand's presentation discussed several challenges and initiatives. First, the prisons face an overcrowding crisis. Numbers have been rising rapidly from around 200,000 prisoners in 2008 to 300,000 in 2014. However, official capacity is only 110,000.

Thailand already houses more than 10,500 foreign national inmates, more than 80% of whom are from ASEAN countries, and there is concern that greater interaction and integration across the ASEAN region will further increase numbers.

Secondly, the prison system houses very high numbers of drug offenders and this is creating serious security challenges with regards to drugs and devices such as mobile phones. One of the responses to this is the establishment of a special security unit in one prison (Khaobin Central Prison) for big time drug dealers. Another response has been to establish drug free prisons ('White Prisons') for prisoners aiming to kick their drug addictions.

Further challenges arise from the political situation in Thailand and the broader socio-political context. Political discord in Thailand itself has seen the prison system having to hold people for offences that were related to political disputes. This is a very sensitive issue and it can be difficult to manage the different groups.

A new parole system has also recently been introduced in Thailand.



The 2015 APCCA Conference will be held in Thailand, and members will look forward to learning more about Thai corrections, and especially about progress under the Bangkok Rules, measures to address drug offending, and the new parole system.

Tonga

Tongan prisons have been operating in a difficult environment, affected by external factors and events. The first is political change, with Tonga transitioning in 2010 from a constitutional monarchy to a democracy. Under the new democratic system the majority of the members of Parliament are elected by the people (previously the nobility had equal representation to the whole of the rest of the population in electing the Parliament). Under the new system, the Parliament can now give binding advice to the King as to who should be the Prime Minister.

This transition impacted on the prisons. For example, some parts of the country witnessed riots and the imprisonment of some of the rioters. Managing such prisoners has been challenging and politically sensitive. At the time of this conference another election was pending (late November 2014). Fortunately, international media reports suggest that this election passed without major incident.

Natural disasters have also affected Tonga. March each year is the height of the cyclone season and in March 2013, Cyclone Ian destroyed a prison. The prisoners and staff had to be temporarily housed in tents.

Tonga amended its prison legislation in 2010 to try to improve and modernise the running of prisons. Unfortunately, though, the prison population has been increasing year by year, and recidivism rates are also increasing. Adding to the problems, budget constraints, combined with reduced support from donors, have created staff shortages and reduced rehabilitation opportunities.

Vietnam

Vietnam has been in the process of revising its laws over many years and it was reported that this is now complete.

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.



Currently, Vietnam has 49 prisons and six juvenile rehabilitation centres. In total, they house around 142,000 people, 13% of whom are women. There are over 18,250 staff, around 25% of whom are women. New building projects are also underway.

Australia

Australia is a vast continent with a scattered population. It has a federal system of government consisting of six States and two Territories as well as the Federal (or 'Commonwealth') government. Correctional policy and legislation are primarily the responsibility of the States and Territories, and people convicted under federal law are also imprisoned in State or Territory prisons.

To some degree, legislation, policies and imprisonment trends and patterns vary between the different Australian jurisdictions. For example, the state of Victoria has a much lower imprisonment rate than most other jurisdictions. However, there are some common policy and legislation challenges. Four trends are particularly significant: the rate of imprisonment across the country is increasing; the proportion of unsentenced prisoners has been rising rapidly; the number of women in prison is growing faster than the number of men; and the single most significant problem is still the gross over-representation of Aboriginal people in prison.

The Australian presentation to the conference focused on some important areas of technological development. 'Telehealth' initiatives are being increasingly used for specialist medical consultations. In addition to enhancing prisoners' timely access to medical attention, this system reduces the number of transfers to hospital and associated costs and risks. Video-conferencing for court attendance and consultation with lawyers is also being expanded.

In addition, some states have trialled the use of body cameras by staff involved in incidents such as use of force. The aims are to de-escalate situations (as prisoners will know an incident is being filmed); to reduce prisoners' complaints; and to enhance staff accountability and protection. 'Kiosk' systems are being introduced in a number of prisons to allow prisoners to self-manage their affairs and to teach them community-relevant skills. The Northern Territory has developed some innovative initiatives to improve prisoners' access to material in their own Aboriginal languages, and New South Wales is aiming to create more comprehensive learning and training opportunities.

Brunei

Brunei's total national population has been expanding rapidly and this has required whole of government planning and coordination. The Prisons Department has two main corporate goals. 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’.

In line with these corporate goals, the Prisons Department has set some specific strategic priorities, including: reducing recidivism; improving correctional facilities; improving the working environment and professional development opportunities for staff; and the introduction of more community based programs. At the 2012 conference which was held in Brunei, delegates had learned about the drive to improve the focus on aftercare support for ex-prisoners. There had been further progress by 2014 and it remains an area of continuing attention, including campaigns to improve public awareness, some organisational restructuring, and the development of a stronger aftercare framework.

To cope with demand and to be ready for any future increase in the prison population, Maraburong Prison is being expanded through the addition of more accommodation and more supporting infrastructure.

One 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.

Another emerging area is the impact of Islamic Syariah criminal law. The government intends that Syariah laws will be implemented across the country over the next few years. Although some details are still to be finalised, some of the punishments under these laws, including caning, will be administered by the Brunei Prisons Department.

Cambodia

The Cambodian General Department of Prisons faces many issues with respect to the security and safety of staff and prisoners, prison overcrowding, and prisoner health and rehabilitation services. In part, these problems reflect broader socio-economic issues (including the Global Financial Crisis, unemployment, migration to cities, and rising food and energy prices) and the impact of natural disasters such as floods.

Prisoner numbers in Cambodia increased by around 25% in the four years between 2009 and 2012. The causes of this increase include the socio-economic factors mentioned above, a more rigorous execution of warrants, and a clampdown on gangs, drug offences, people trafficking, illegal logging and illegal land grabs. Prisoner numbers dropped in 2013 but are expected to increase again by around 7.6% per annum. Women comprise between 5% and 6% of the population, as do foreign nationals and juveniles aged 14 to 17.

Prison overcrowding is the most pressing concern, with all prisons now at double their official capacity. This has put pressure on water supply, sewerage systems, prison routine, food and rations, health services and other core operations. With these pressures, the focus



‘becomes more consolidated on security and undermines the capacity to deliver meaningful programs.’

In order to counteract these pressure and to improve standards, new prisons are to be built and existing prisons will be renovated. Standards for prison design and construction are being developed in collaboration with the UN Office of the High Commissioner for Refugees (UNOCHR), the International Committee of the Red Cross (ICRC) and the Australian Department of Foreign Affairs and Trade.

Other important initiatives include the implementation of measures to allow the courts to impose for community based sentences and measures to provide better professional development and promotion opportunities for prison officers. Cambodia is also aiming to develop ‘selection criteria for Model Prison Management’ which will lead to a ‘five-year prison strategic plan that allows national and provincial prisons to go through competitive program and rewards.’

3. Conclusion: ‘Enhancing Public Safety through the Correctional Continuum’

Canada selected a most appropriate guiding theme for the 2014 conference: *‘Enhancing Public Safety Through the Correctional Continuum’*. The theme reflects two fundamental principles which are shared by all APCCA members.

The first is that modern correctional services involve more than prisons alone: they embrace a continuum of measures at three main stages. First, there are community based sentences which involve an offender being monitored and supported in the community rather than being sent to prison. Secondly, there is prison itself. Thirdly, there is the process of staging the person’s release back to the community, again with appropriate supports and monitoring. In addition, correctional services in some countries are expected to play a role in crime prevention and diversion programs.

The second key principle embedded in the conference theme is that prisons are no longer places where people are simply locked away for a period of time. Obviously, security, safety and control remain essential elements of any prison system but it is now recognised that the ultimate goal of the system is to enhance public safety. It is also recognised that this is to be achieved by a focus on reducing recidivism, and therefore reducing crime by focusing on rehabilitation programs and reintegration initiatives.

The presentations on this Agenda Item 1 also showed that as the focus has shifted to public safety and community reintegration, the general public has also begun to expect much greater accountability and transparency from their prison systems.

The presentations showed that while every country faces its own unique challenges, success in improving public safety will come from aligning the following elements in a way that fits that country’s specific socio-economic and political circumstances:



- Improving legislation and policies to ensure they accord with system objectives;
- Ensuring an appropriate balance is struck between the rights of offenders, corrections staff, victims and the community;
- Developing well-informed, country-specific offender assessment and classification tools;
- Targeting the right programs and supports at the right offenders at the right time;
- Embedding gender, age and cultural differences into correctional operations and services;
- Skilling people up for 'real world' jobs upon release;
- Developing links to family, community and employers while offenders are still in prison, and upon release;
- Staging a person's release from prison to the community, with appropriate monitoring and support; and
- Developing community-based sentences, supervision and supports which will allow appropriate offenders to serve their sentences in the community rather than in prison.



Agenda Item 2 - Looking to the Future: How Can Correctional Services Departments Achieve Efficiencies and Public Safety Outcomes by 2020?

1. Introduction

At one time the role of prisons was mainly to maintain 'security' (protecting the community by preventing escapes and stopping contraband entering the prison), 'control' (ensuring prisoner discipline and preventing acts of disorder), and 'safety of personnel' (of staff, offenders and people visiting facilities). Security, control and safety of personnel remain paramount considerations, but all countries also now expect their corrections departments to have a sharper 'outcomes focus'. The key objective is improved public safety and reduced crime. In countries which operate community based corrections, this public safety focus applies not only to prisons but also to monitoring and supporting offenders in the community.

Strategies to improve public safety include: interventions in the community when an offender is not sent to prison (such as counselling and treatment for people on probation orders); interventions in prison (such as rehabilitation programs, education and practical preparation for release); and improvements to the way ex-prisoners are monitored and supported after they have been released (such as parole).

This topic had particular relevance because many corrections departments are not only expected to improve public safety outcomes but must do so with reduced budgets or with few additional resources. Furthermore, the offender population is becoming increasingly complex, due to growing problems of organised crime, gangs, mental health problems and drug use.

Canada, Fiji, Malaysia, New Zealand and Singapore made presentations on this topic, and Vietnam provided a written paper. The Conference Discussion Guide invited delegates to discuss government targets and budgetary issues, to provide examples of innovative ways to improve both public safety and organisational efficiency, and to provide evidence of the results that have been achieved.

2. Targets and Budgets

Canada

The mission statement of Correctional Services Canada (CSC) is that it: *as part of the criminal justice system and respecting the rule of law, contributes to public safety by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control.* A key strategic outcome is that 'custody, interventions and supervision of offenders both in institutions and in the community



contribute to public safety.’ CSC reports annually and publicly to Parliament on its budget and expenditure and also on its public safety outcomes.

CSC said it has been in a period of major transformation over recent years and described itself as a ‘completely different organisation’ from twenty years ago. The last few years have been particularly challenging. In 2012, the Canadian government outlined its intent to return the country to a balanced budget. To meet this whole of government objective, CSC’s budget was reduced by 12.5% over three years. At the same time, CSC faces the issue of managing higher need/higher risk cohorts of offenders (gangs, more violent offenders, more mental health problems, growing religious and ethnic diversity and continuing over-representation of Aboriginal offenders).

Fiji

Fiji’s national priorities are governed by the People’s Charter for Change and Peace and the government set some specific targets for the Fiji Correction Service to achieve by 2014. These included: a 50% reduction in escapes; a 50% reduction in recidivism rates; a 50% reduction in prisoners’ complaints to outside agencies; and staying within annual budget allocations.

Malaysia

The Malaysian Prisons Department is one of eight agencies in the Ministry of Home Affairs (MHA). The other three biggest agencies within the MHA are the Police and the Immigration and National Registration departments. The MHA’s mission is to keep Malaysia safe, peaceful and harmonious, and in 2009 a Government Transformation Program (‘GTP’) identified reductions in crime and recidivism as key objectives.

The Prisons Department is seen by the MHA and the Malaysian government as having a major role to play in increasing public safety. One of the functions of the MHA is to coordinate the activities of its different agencies, to maximise efficiencies and to achieve best outcomes. Malaysia also places high importance on compliance with international standards and conventions such as the United Nations Standard Minimum Rules for the Treatment of Prisoners, and has been exploring forms of international benchmarking (see also Agenda Item 1).

New Zealand

The New Zealand government set its Corrections Department the target of reducing recidivism by 25% from 2012 to 2017 without additional funding.

It has been calculated that if a 25% reduction in recidivism can be achieved, this will lead to 18,500 fewer victims each year, a safer society and significant financial and human cost savings.



Singapore

Over recent years, the Singapore Prison Service (SPS) has worked hard to sharpen its focus on rehabilitation and reintegration and, as a result, recidivism rates in Singapore have declined (for additional detail, see the report of the 2013 APCCA conference).

However, SPS still faces a number of systemic challenges in ensuring that it is 'future-ready'. First, as Singapore has a tight labour market, it is essential for SPS to optimise its allocation and use of human resources. Secondly, whilst recidivism rates have declined, there is continuing concern at the number of repeat offenders who return to prison multiple times. Thirdly, SPS is committed to developing a stronger throughcare model in order to further improve effectiveness and reduced recidivism. Technology is seen as an important tool in promoting efficiencies and improved correctional outcomes.

Vietnam

Vietnam's key goal is to rehabilitate offenders to become useful members of society and to reduce recidivism: 'limiting recidivism is the measure of the success of prison work; it contributes to maintaining social order and community safety.' Vietnam said that it also aims to ensure that prisoners' human rights are fully respected and that family and community are engaged in the process of rehabilitation.

3. Initiatives and Innovations

The papers examined a range of initiatives designed to enhance public safety and to drive efficiencies. They include improved organisational structures; improved accountability; use of technology; better engagement with other parties (including other government agencies, the non-government sector and the private sector); improved staff training; and better targeting of offender programs and other interventions.

Canada

The requirement to improve public safety outcomes at the same time as managing a 12.5% reduction in budget has resulted in a sharper strategic focus within CSC and a fundamental reappraisal of how to best do business and optimise resources.

Specific measures that have been adopted include the following:

- 'Clustering' 22 co-located institutions into 11 (usually in situations where there had previously been both medium and minimum security institutions at the same site);
- A new Integrated Correctional Program Model (ICPM). This streamlines the delivery of substance abuse, violence and lifeskills programs, and provides additional streams for sex offenders and Aboriginal offenders. It allows a greater capacity for offenders to access and complete programs earlier in their sentences;



- A Structured Assessment Intervention Framework (SAIF) to improve the structure, efficiency, accuracy and consistency in offender assessments (backed by staff skill-development); and
- Smarter use of technology. Some examples were provided:
 - 'Virtual visits' using technologies such as Skype; and
 - A mental health intake screening system that makes better use of information technologies.

Fiji

Fiji has implemented a range of initiatives to achieve its targets. They include the following:

- Using outside agencies to deliver offender programs, to skill up offenders, and to provide professional development opportunities for staff (including a Memorandum of Understanding with Fiji National University);
- Training staff to be rehabilitation officers not just security/safety officers;
- Matching prisoners' skill development programs to market demand on the outside;
- Installing CCTV in all institutions;
- Departmental monthly matrix reporting on performance against the Annual Corporate Plan (ACP) and mandatory quarterly performance assessments against the ACP by the Prime Minister's Office;
- Rewarding staff and recognising Departmental achievement, both through internal awards and through annual Public Service awards; and
- Developing improved offender management databases.

Malaysia

Malaysia has pursued a number of initiatives with the aim of increasing efficiency and public safety whilst also meeting international and national standards. They include the following:

- Ensuring safe and humane custody;
- Improving the effectiveness of rehabilitation programs;
- Building the ability of the prison system to be self-sufficient and at the same time teaching work-relevant skills, including vegetable and fruit production and processing, fish farming, and baking;
- Working more effectively with local and national NGO's, including a partnership with the International Committee of the Red Cross (ICRC);
- Greater engagement with the public; and
- Better networking with other related government agencies, both those located within the MHA (such as Police) and the armed forces/Ministry of Defence.



New Zealand

The New Zealand Corrections Department has adopted a multi-pronged approach to the challenge of reducing recidivism by 25% in five years. Key elements of the strategy include:

- Mobilising the organisation as a whole, and individual staff, to think laterally and differently;
- Devolving greater authority to the regions, and also to individual managers and staff, to find local solutions (previously the organisation was highly centralised);
- Improved engagement with Maori and other community groups and organisations, including performance-linked contracts;
- A concerted focus on the specific needs of key target groups including Maori, young offenders, female offenders and repeat offenders. Drug and alcohol abuse are two of the main issues;
- Better targeting of gang members (who comprise 25% of offenders) and gang-related activities (this has included collaboration with New Zealand Police in developing cross-agency gang strategies);
- Providing 'real jobs' on release. This initiative has already resulted in partnerships with 13 employers who have committed to finding more than 150 jobs for ex-prisoners;
- Improving facilities and technologies;
- Continuing to enhance staff safety (for example by using on-body cameras and stab-proof vests); and
- Entering performance-linked contracts with private prison providers (at Mount Eden Prison in Auckland and the new Wiri Prison) under which there are targets not only for safety and security but also for reducing recidivism.

Singapore

The Singapore paper focused on seven concepts which underpin the use of technology as an aid to greater efficiency and improved outcomes:

- 'Unescorted restricted inmate movements', replacing the traditional process of prisoners being escorted by staff, have been made possible by the use of near field communications (using wrist or leg tags) and facial recognition technology;
- 'Automation of routine work processes' has improved through the use of millimetre wave body scanners (for example, for prisoners and staff accessing work places) and automated equipment handling system;
- 'Full intelligent Remote Supervision/Detection' is made possible by ensuring 100% surveillance and recording (audio as well as visual), coupled with video analytics that trigger alarms in the control centre and allow a swift staff response;
- 'Easy accessibility of information' is enhanced through the use by staff of mobile devices and by using business analytics tools which allow staff to form a better intelligence picture, inform better decision-making, and allow better risk assessments to be made;



- ‘Self-facilitated rehabilitation’ by prisoners is encouraged and resourced. Tablets are provided to prisoners, in cell, to allow them to email family or friends (subject to security screening), and to access e-books and e-learning modules. The ‘i-kiosk’ system consists of an ATM-style machine which allows prisoners to access up to date information about their sentence, court appearances, programs, visits, appointments and other matters;
- A ‘collaboration platform’ is being implemented with aftercare agencies; and
- ‘Electronic monitoring’ of offenders in the community through island-wide location tracking technologies.

Vietnam

Vietnam identified four main tasks in improving correctional outcomes and efficiencies by 2020:

- Safe and secure prison management is essential to rehabilitation. This means that the system must perform to a high standard the classification and management of prisoners, especially those with long sentences or many previous convictions. It also means ensuring a professional approach to intelligence gathering and assessment and a strong focus on safety in the prison environment;
- Prison management must be conducted in accordance with the law. This requires policies and practices that ensure prisoners’ human rights are respected, including their safety, honour, dignity, respect and physical and mental health. It also requires the involvement of family, relatives and community in the rehabilitation of prisoners;
- Preparing the knowledge, skills and conditions for prisoners to reintegrate in the community on release. Currently, there is a strong focus on education and training which has both a reflective and a practical focus. Prisoners are encouraged to acquire work-related skills but also to reflect on the wrongs they have inflicted; and
- Consolidating the organizational structure of the prison system, and improving staff capacity and accountability. Personnel management has been identified as a critical issue and in the next few years, Vietnam will conduct more training and retraining for officers to meet the many requirements of their job.

4. Results

In some countries, good data on the effectiveness of recent initiatives is not yet available, either because recent initiatives are still in progress or because they are awaiting full evaluation. However, data is available from a number of countries. It appears very promising and positive: in essence, the evidence is that better outcomes can be achieved, even at times of budgetary constraint, by better utilising existing resources.



Canada

CSC reported that even though there were budgetary reductions, 'public safety results have improved for the sixth year in a row. We can report that 96% of offenders under community supervision reach warrant expiry date without a violent re-offence.'

Fiji

Fiji reported that it has largely met its key targets whilst staying within budget. Escape rates fluctuate annually but dropped from an average of 12 per year in 2009 and 2010 to an average of less than 8 from 2011 to 2013, and just two escapes in 2013. Complaints to outside agencies have dropped by more than two thirds. Recidivism rates fluctuate from year to year but, on average, they are well down from 2009 levels.

Malaysia

Malaysia's initiatives also appear to be having some success. As discussed in detail in the report of the 2013 APCCA conference held in India, recidivism rates have been declining in Malaysia. The Malaysian delegation also said that its prisons are meeting higher standards in terms of conditions, services and prisoner treatment.

New Zealand

New Zealand reported that by May 2014, around the half-way point in its five year project to reduce recidivism by 25%, it had managed to reduce it by 12.3%. Put another way, 2,266 fewer offenders had reoffended out of the target of 4,600.

In late 2013, an evaluation by the New Zealand Auditor General independently confirmed that there had been significant progress.⁹

The greatest improvement in New Zealand has been in respect of offenders on community orders, for whom recidivism has dropped from 30.4% to 26.3%. Although this is a very good result, there has unfortunately been much less improvement with respect to ex-prisoners, for whom recidivism has dropped from 27% to 26%. In other words, the improvement has been almost entirely for less serious offenders. However, New Zealand Corrections is optimistic that recidivism rates for ex-prisoners will start to show a decline once the impact of better-targeted prison-based programs is fully realised.

Singapore

Recidivism rates have been dropping in Singapore over the past decade. Obviously, technology can never displace human interaction, and different countries are at very different stages in their use of technology. However, the evidence presented to this

⁹ 'Managing Offenders to Reduce Reoffending': <http://www.oag.govt.nz/2013/reducing-reoffending>



conference was that in Singapore, the strategic use of technology combined with a sharp focus on staff professionalism, has brought many benefits. These include improved security and safety, facilitating offender movements, better offender management systems, and more efficient management. Given that recidivism rates continue to decline, these measures also appear to be leading to improved correctional outcomes.

5. Conclusion: What are the Keys to Success?

This Agenda topic asked whether correctional services can enhance public safety at the same time as producing efficiencies and cost-savings. The evidence from the papers that were presented is yes: provided the task is tackled properly, it is possible to 'do more with less'.

However, it is also clear that knee jerk reactions or ad hoc responses to individual issues and events will not work. Key elements of success will include:

- Understanding what correctional services can (and cannot) achieve;
- Setting stretch targets for improved results in terms of reduced recidivism as well as security, safety and control;
- Organisational planning, targets and structures that will optimise operational resources and evaluate performance;
- Providing appropriately targeted interventions;
- Willingness to evaluate performance and to learn from what doesn't work as well as what works;
- Openness to external scrutiny; and
- Intelligent use of human and technological resources.

In conclusion, government and public pressure on corrections departments to improve public safety and also to peg their expenditure has presented opportunities for innovation and learning. And, more important still, efficiencies and savings have not produced worse outcomes: it has been a case of using resources in smarter and better targeted ways.

Finally, it is important to emphasise that some measured improvements are much better than none. There is a risk that if departments fail to meet stretch targets that have been set, they will be regarded at some future time as having failed. This is simply not true. For example, New Zealand has already achieved improved outcomes, with recidivism rates down by around 12%. It expects to achieve further reductions over the next two to three years. However, even if it falls short of the 25% target in 2017, it will have made immense gains in terms of community safety. It will also have established a knowledge base that will allow further adjustments and improvements.



Agenda Item 3 - Training, Motivating and Developing Staff for their Changing Roles

1. Introduction

As society develops and technology advances, and as prisons are expected to play a bigger role in prisoner rehabilitation and reintegration, the role of prison officers is changing. The changes and challenges include the following:

- Focus on rehabilitation as well as security and control;
- Ensuring prison officers are working within organisational values and goals, and are up-to-date with any changes to those values and goals;
- Higher levels of internal and external accountability;
- More contact with the public, requiring better 'customer service' skills;
- More complex prisoner needs; and
- Technological change.

These challenges need to be embedded in both the initial training offered to prison officers and in programs for existing staff.

At the conference, papers were prepared and/or presented by Australia (Victoria), Cambodia, Canada, Fiji, Hong Kong (China), India, Malaysia and Vietnam. During the session, delegates discussed the motivation and training of new recruits, and also the processes for the development of serving officers.

2. Training and Motivating New Recruits

Everyone would agree that it is vital to get the right people recruited and to offer them the right training. During the sessions, the presentations and discussions amongst the delegates touched upon the following issues:

- The respective department's vision of the role of a prison officer in the 21st century;
- The qualifications required of people applying to be prison officers (such as educational qualifications and employment experience);
- The basic training requirements for new recruits prior to them becoming serving prison officers;
- Whether the training programs have changed over the past ten years, and the main changes that occurred;
- How much of the basic training was dedicated to learning about security and control and how much was dedicated to learning about rehabilitation, reintegration and customer service.
- Striking a balance between academic or 'desk-based' training and practical prison-based training experience.

Canada

The Correctional Service of Canada (CSC) is committed to rehabilitating offenders in a correctional system that contributes to “*public safety by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control*”. However, the operational environment within its federal correctional system is becoming more diverse and complex. Hence, CSC has recognised that its correctional officers need to adapt and respond to these environments amidst the change in offender profile and security matters.

Over the past ten years, CSC’s security focus had to adjust and respond to the changes in its offender profile:

- Extensive historical involvement with the court system.
- Extensive histories of violence and convictions for violent offences.
- Upon admission, a large number of offenders have been assessed to be prone to violence, hostile, impulsive and aggressive.
- 11% of men and 6% of women offenders have been classified as maximum security upon admission.
- One out of six male offenders, and one out of seven female offenders have known affiliations with gangs and/or organised crime.
- More than one in four male offenders have been incarcerated for homicide offences.
- About 13% of male offenders and about 24% of female offenders in custody have very serious mental health problems.
- About 18% of its offender population are of Aboriginal descent.
- Three out of four offenders have serious substance abuse issues upon admission.
- There is a high rate of infectious diseases within its correctional institutions. Offenders have seven to ten times higher rate of HIV than the general Canadian population, and about 30 time higher rate for Hepatitis C.

In light of the above, CSC’s vision of its Correctional Officers for the 21st Century has shifted from a custodial role to the following challenging roles and expectations that ensure the safety of offenders, staff and management:

- *Increased professionalism*: For example, being accountable for decisions and interventions regarding the use of force; contributing to case management by observing and reporting on inmate behaviour; encouraging pro-social behaviour in their direct interactions with offenders; and developing inter-personal relationships with staff.
- *Increased need for more dynamic security*:¹⁰ For example, by having regular and consistent interaction with offenders to promote participation in rehabilitation,

¹⁰ 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. For more information about dynamic security, see N Morgan and I Morgan, *APCCA Report 2012 (Brunei)* in Agenda Item 3 (available at www.apcca.org).



reintegration and correctional plans; and share information in a timely manner through observation and communication.

- *Contribution towards a multi-disciplinary team:* With a comprehensive understanding of the individual offender's needs, profile and personality, the corrections officer will be able to assess the offender's risks and needs for case plan development; respond and intervene appropriately; guide the offender to suitable programs that meet his/her respective correctional plan; and work collaboratively as part of a team.

CSC's rigorous recruitment process includes pre-employment questionnaire, a written communication test, general competency test, an interview and reference checks. Applicants also undergo an *Enhanced Integrity Screening* which includes psychological testing and conditions of employment (such as medical and security checks).

New recruits are required to attend a 16-week Correctional Training Program (CTP) that contains three stages:¹¹

- *Stage 1:* This 4-week course (80 hours) contains on-line learning activities to introduce new candidates to CSC by using knowledge-based learning. This is a cost-effective solution to learning that respects family obligations of the new recruits.
- *Stage 2:* This 40-hour course is self-directed and requires recruits to complete at-home assignments to prepare themselves to enter Stage 3.
- *Stage 3:* This is an 11-week in-class training course which is delivered at CSC's Training Academy in Saskatchewan. Recruits apply the knowledge gained from Stages 1 and 2 to real-life simulation scenarios. These simulation exercises include conflict and crisis management; physical skills training (such as self-defence, search and seizure, restraint techniques); suicide and self-injury prevention and mental health training.

When recruits have completed Stage 3 of the CTP, they are then employed as Correctional Officers within the correctional institutions. They are required to participate in refresher/requalification training.

Australia (Victoria)

In Victoria, correctional services is provided by the Department of Justice. Victoria has 14 prisons which cater for about 6,300 prisoners, of which approximately 8% of its prison population is Aboriginal.¹² The recidivism rate is 37%. There has been a significant growth in prisoner population due to parole reform.

In Victoria, a prison officer has four key roles:

- security;
- ensuring safe, orderly and disciplined prisons;
- reducing the recidivism rate, and thereby protecting the safety of the community;

¹¹ The CTP evolved through a partnership with the Royal Canadian Mounted Police (RCMP) where CSC recruits on CTP training share the training location and facilities with the RCMP.

¹² The imprisonment rate is 130 per 100,000.



- addressing the needs of the disadvantaged.

When prisoner surveys were conducted, four 'Healthy Prisons' elements emerged; namely:

- safety;
- respect;
- constructive engagement; and
- maintaining family ties and preparation for release.

In order to meet the changing role of its prison officers and to implement the above elements, the Department embarked on a major recruitment drive to attract potential applicants by promoting cultural and gender diversity, and those with the requisite communication skills. New recruits attend a pre-service training course that runs for seven weeks.

Prison officers have developmental opportunities at every level. The quality of case management is measured by the introduction of Key Performance Indicators. This has resulted in substantial improvement in casework quality and has highlighted the importance of case management to the Department.

In addition, the reforms to the parole system in Victoria have resulted in a further remodelling of the role of prison officers. This has included the following matters:

- The delivery of offence-specific treatment programs at the start of a prisoner's term of sentence.
- The reshaping the way that prison officers who are involved in the reception of new prisoners, see their core role.
- The planning for release of prisoners starts from the prisoner's reception into prison.

Cambodia

Between 1979 and 2006, prison staff were transferred from the police force or the Military Service. In 2006, the Cambodian Department of Prison was established as a separate entity within the Ministry of Interior.

New recruits are trained at the Prey Sar Prison Officer Training School which was under the direct control of the Department of Prison between 2000 and 2010. Since 2010, the Training School has been run by the Royal Police Academy of Cambodia. Training modules for new recruits include the development of operational procedures and an induction training program. The Royal Police Academy also conducts training courses for trainers in the delivery of induction programs.

In Cambodia, all newly recruited prison officers are trained and monitored to ensure the safe, secure and humane confinement and rehabilitation of prisoners. In 2013, 250 applicants were recruited as prison officers. New recruits are required to attend three compulsory modules for three months (total of 482 hours) that cover the following areas:



- Internal Rule, parade/drill, self-defence, and training on the use of firearms (live bullets are used during training).
- Constitution, and relevant legislation including the criminal code, criminal procedure and human rights.
- Prisoner psychology and prison procedures.

In addition to the above, new recruits are also required to have knowledge of the prison laws, mental health and drug laws. The recruits attend 162 hours' training on security, 314 hours on control, and 6 hours on rehabilitation and reintegration of prisoners into the community.

Fiji

The presentation from Fiji identified a number of challenges faced by the Fiji Corrections Service and the initiatives to resolve them.

(a) Overcoming the officers' mind-set

The officers' mind-set is inward-looking, not open to public scrutiny and is resistant to change. To change this mind-set, the Fiji Corrections Service has developed its Vision, Mission and Values Statement; a Code of Conduct; Standard Operating Procedures; conducted investigations swiftly where there have been violations; and created an Award of Penalties.

(b) Overcoming lack of corrections knowledge amongst officers

A number of factors have contributed to the lack of corrections knowledge amongst its officers. These include low recruitment levels, inconsistent Refresher Training courses and the lack of promotional course being offered to officers. These causal factors have arisen because of limited training budget available to fund these training courses. In addition, there are limited opportunities for officers to obtain scholarships for educational pursuits and overseas training.

To alleviate the problem of lack of corrections knowledge amongst its officers, the Fiji Corrections Service:

- has increased its recruitment level;
- has revamped its staff assessment system in order to identify training needs;
- is overhauling its Training Academy which will offer the following courses:
 - systematic refresher courses
 - systematic promotional courses
 - officer cadet programs
 - regional standardisation of programs
- has developed job descriptions and established Minimum Qualification Requirements;



- has implemented mandatory enrolment in all generic Public Service courses; and
- has encouraged the pursuit of tertiary educational programs with monetary rewards and better promotional opportunities.

(c) Lack of exposure by staff

The Fiji Corrections Service is the only provider of corrections services and hence, limits the scope of personal development and exposure for its staff. In addition, there is limited opportunities for inter-departmental staff exchange programs for corrections officers to widen his/her knowledge. It has also been the practice for individuals to remain in the same job for a lengthy period of time which means that they have limited skills, knowledge and experience.

The Fiji Corrections Service has endeavoured to minimise the above issues by implementing the following strategies:

- job rotations;
- training with a new focus on the rehabilitation of prisoners;
- greater partnerships with the Military and Police in the delivery of courses and workshops;
- opportunities for staff to be involved in a Tour of Duty in the Middle East with the Military;
- opportunities for corrections deployment in United Nations Missions; and
- opportunities for study tour to other jurisdictions to compare matters relating to correctional services.

In addition, as a result of a Government Initiative, all directors in government departments are required to attend a management and leadership tertiary training course.

Complacency

As mentioned above, it has been the practice for an individual to remain in the same job for a long time. Doing the same routine and procedures for many years can lead to complacency. To tackle this issue, a number of strategies have been introduced such as:

- a greater drive for health and wellness through increased physical training;
- the creation of Staff Welfare Schemes (such as Savings and Credit Union, Staff Welfare Association and Welfare for Life Schemes);
- an Annual Service Excellence Award (which commenced in 2008) to give acknowledgment to officers who have shown their commitment and achievement to the organisation.



Hong Kong (China)

The Vision, Mission and Values of the Hong Kong Correctional Services Department (HKCSD) are:

- To provide a secure, safe, humane, decent and healthy environment for people in custody;
- To protect the public and reduce crime;
- To work in collaboration with the community and other agencies; and
- To be an internationally acclaimed Correctional Service helping Hong Kong to be one of the safest cities in the world.

To uphold the above, HKCSD's Correctional Officers have multi-functional roles, namely:

- the role of law enforcer and guardian in providing quality custodial services;
- the role of social worker and work supervisor in delivering comprehensive rehabilitation services to inmates;
- the role of an anti-crime ambassador;
- the role of public relations officer by being open, transparent and responsive to the public.

In summary, HKCSD's Correctional Officers' pledge is to be the Society's Guardian and Rehabilitation Facilitator, striving for perfection in their changing roles from custodial to "We Care".¹³ To fulfil its Vision, Mission and Values, the HKCSD strategically recruit the most suitable officers through its Recruitment Process, Career Talks and Career Expo.

New Officers attend a residential 26-week training whilst an Assistant Officers attend a 23-week training. Various refresher courses and development courses are officers to frontline staff. Correctional Officers are also required to attend a Tactical Training course.

Professional training courses are offered to ensure that the respective officers have the requisite knowledge relating to their ranks and have the vision for promotion to the next rank level:

- Superintendent – Senior Command Course
- Chief Officer – Intermediate Command Course (Higher)
- Principal Officer – Intermediate Command Course
- Officer – Junior Command Course

To promote integrity and ethical culture amongst its staff, the HKCSD organises various stratagems such as an Independent Commission Against Corruption seminar, an Integrity Ambassador Scheme, and a video shooting competition.

¹³ The HKCSD was the recipient of the *Total Caring Award* for eight consecutive year from the Hong Kong Council of Social Service.

India – A Case Study of Maharashtra

Maharashtra is a state in the western region of India and is the nation's and also the world's second-most populous sub-national entity. It has over 110 million inhabitants and its capital, Mumbai, has a population of approximately 15.2 million.

Maharashtra has 47 prisons (consisting of nine central prisons, 27 prisons in the districts, 10 open prisons and one open colony). As at 31 July 2014, the total prisoner population was 27,539¹⁴ of which 19,765 were the 'undertrials' / unsentenced¹⁵ and 7,774 were convicted prisoners.¹⁶

Maharashtra has a total of 4,568 staff with 3,927 officers holding positions in security and administration. New recruits attend training courses in various segments:

- *Basic Training Course* - New Officers attend a 12-month Basic Training course whilst Constables attend a 5-month course. The Basic Training Course includes relevant legislation, in-house manual, psychology, E-governance, correctional administration, human rights law, panel discussions, individual and group projects, group activities (such as trekking, cycling and cultural programs), public speaking, and physical training (including the use of firearms).
- *In Service Training* – This training segment is conducted in three regional training institutes in Chandigarh, Vellore and Kolkata). Multi-disciplinary training are conducted at national level in Delhi. Training courses are also offered by other tertiary institutions such as Tilak Open University and Karve Institute of Social Sciences. Training is also conducted with the active participation of non-government organisations (NGOs) working collaboratively with the prisons and tertiary institutions.
- *Professional Training* – These courses are delivered by academics from the Department of Management at Pune University and the Law Faculty of Symbiosis Law Institute.
- *On-the-job training and mentoring*

Like other APCCA member countries, India recognises the changing role of prison officers due to the following factors:

- increase in the number of prisoners involved in terrorism and organised crime;
- the active role of Human Rights forums;
- the establishment of an Open Jail for women; and
- that 30% of its prison staff are women.¹⁷

In addition, as with APCCA member countries, the focus at Maharashtra prisons is on the reformation and rehabilitation of offenders. This requires its prison staff to ensure the inmates are provided with skills that would assist their rehabilitation and reintegration into

¹⁴ Out of the 27,539 prisoners, 26,132 were men and 1,407 were women).

¹⁵ Out of the 19,765 'undertrials', 18,744 were men and 1,021 were women.

¹⁶ Out of the 7,774 convicted prisoners, 7,388 were men and 586 were women.

¹⁷ See N Morgan and I Morgan, *APCCA Report 2012 (Brunei)* at pages 61 – 82 regarding "Women and Corrections" (available at www.apcca.org).



the community. In Maharashtra prisons, inmates work in agricultural and industrial activities (for example, a paper factory, milk production, farming and artwork).

Vietnam

In Vietnam, every effort is made to recruit and train its prison officers that meet organisational values and goals. Thus, prison officers are frequently improving their knowledge in corrections in order to fulfil the prison department's mission for the 21st Century.

In Vietnam, the recruitment process requires new recruits to satisfy a number of minimum criteria, including:

- Minimum height and weight requirements¹⁸ including good physical health.
- New recruits must have high school, college or university qualifications. The new recruits must be aged between 18 to 30 years, depending on his or her academic qualifications. For those with postgraduate qualifications, or are medical specialists and professors, the recruitment age is extended to 35 and 45 years.
- New recruits are tested on their morality, attitude and personality skills (such as good character, bravery, agility, good memory).

New recruits are trained at a Prison Training College before they can serve as prison officers. Those who have been recruited from other universities (not the Prison Training College) must complete a short-term training program between four and six months' duration. In some cases, where a staff member has worked in a prison for about 18 months, he or she will undergo a test. If successful, he or she will then be sent to a university or Prison Training College.

The Prison Training College was founded in 2008 and offers specialised training in corrections for about 3,000 students. There is also a training centre which accommodates 700 students to keep them up to date on new prison information and initiatives.

Since 2004, the Prisons Department of Vietnam has offered a specialised training program to its prison officers in the management, education and rehabilitation of offenders. The training program is conducted at the People's Police Academy and the University of the People's Police.

For the future, the following strategies will be put into effect:

- There are policies in place to engage those with legal, psychology and healthcare qualifications and experience.
- New recruits will be required to attend a basic training course for about 16 weeks that will include law, politics and prison operations.

¹⁸ The minimum height for men is 1.62m and 1.58m for women. The minimum weight for men is 47kg and 45kg for women.



In addition, the Vietnam Ministry of Public Security is planning to submit to the Government a proposal to establish a college specifically for prison staff which would include study tours and a course on correctional services in other countries.

3. Motivating and Developing Serving Officers

There are many reasons to have systems and processes in place for motivating and developing serving prison officers:

- Correctional officers, like prisoners, spend their time in a closed environment. There is a very real danger that the workplace culture can become inward-looking, cynical, averse to outside scrutiny, and resistant to change.
- Even within one jurisdiction, very different cultures can be found at different institutions. Some differences are inevitable but all prisons should be aligned to organisational goals and values and following procedures.
- Correctional officers may become so used to doing 'routine' activities that the job ceases to be interesting and they become complacent. This generates serious risks.
- Correctional officers must be kept up-to-date with the changing risks, needs and expectations of the job.
- Even officers who are not seeking promotion need programs to motivate and develop them.
- Good development programs are an essential tool in identifying, nurturing and developing talent, and in preparing people to work in higher level positions.

Delegates were asked to consider the following issues:

- The main challenges they faced in motivating and developing serving prison officers, and the specific programs or initiatives used to overcome these challenges.
- The ways in which talented people are identified, nurtured and developed to work in higher positions.
- Opportunities that exist for correctional officers to work across the organisation (for example, are there opportunities for officers to work in 'head office' or for prison officers to work in community corrections or parole).
- Partnerships with other law enforcement agencies (such as police) to share skills, resources and learning.
- Whether the Internet, and the advent of 'remote' or 'on-line' learning, assisted the development and delivery of programs.

Canada

Correctional Officers who have talent and potential to lead, are identified through various processes that open the doors for them to work towards higher positions within the CSC:



- *Performance Management Program (PMP)* – A Correctional Officer who has been identified with the requisite talents can expect to have:
 - a talent management plan with opportunities for developmental assignments;
 - consideration for formal and informal recognition; and
 - his or her abilities to be considered in Human Resource plans including succession plans.

The PMP also captures learning objectives in three areas:

- (a) mandatory learning (such as training that must be completed in order to maintain occupational certificates up to date);
 - (b) specialised job-specific learning which allows the employee to develop specific skills and competencies to master the duties of his or her position; and
 - (c) career development learning opportunities.
- *Competitive Processes* - Depending on CSC's staffing requirements for each region, a competitive process may be initiated to recruit suitably qualified Correctional Officers to fill a number of senior positions within the institutions and/or at regional headquarters or national headquarters. Job related criteria such as language requirement, years of experience and employment equity are taken into consideration.

An individual's career development within an institution ranks from Corrections Officer 1, Corrections Officer II, Correctional Manager, Deputy Warden / Assistant Warden, and Warden. Specific training courses have been designed for the respective ranks.

- *Formal and Informal Mentorship* – The mentorship programs are implemented in regions and at various institutions. Other engagement and development initiatives include Middle Manager Forums and National and Regional Youth Initiatives.

One of the main challenges for CSC is responding to a *multi-generational workforce*. The "generational gap is represented by different worldviews, perspectives, preferred methods of communication and expectations related to career progression and challenges within the institutional system." Thus, CSC recognises the importance of establishing an inter-generational workplace that fosters the best qualities of its multi-generational staff and where staff have shared commitment to common goal and vision within the organisation.

In order to minimise the 'generational gap' and to further develop and motivate Correctional Officers, the following strategies have been implemented to foster a stronger relationship between Correctional Officers and his/her Correctional Manager that is built on trust and respect:

- establishing a shared vision that covers the generational gap;
- providing new Correctional Officers with a suitable balance between structured work environment and a more independent one;
- ensuring the provision of effective and constructive feedback between the parties; and
- utilising technology for development and motivation.



CSC recognises that its new Correctional Officers are committed to performing their challenging role at a high standard. Hence, CSC is equally committed to sustaining its staff's motivation by:

- providing a safe and healthy work environment;
- offering training opportunities;
- formalising on-the-job mentorship programs; and
- increasing Correctional Officers' sense of ownership in the organisation's direction.

Cambodia

In Cambodia, a number of policies were implemented recently to develop and motivate its prison officers. For example:

- In 2013, 150 prison officers (including 27 female officers) attended a training course at the Royal Police Academy.
- 30 prison officers were sent to Vietnam to attend a training course and to share skills, resources and learning.
- 18 prison officers attended a training program which was supported by the Office of the High Commissioner for Human Rights (OHCHR¹⁹).
- 40 prison health officers attended a new HIV/AIDS and tuberculosis protocol supported.

Hong Kong (China)

Like Canada, the HKCSD also recognised the importance (and the challenges) of motivating and building up a robust multi-generational workforce that strive to meet the organisation's Vision, Mission and Values within an environment that promotes integrity, ethical culture and team spirit.

A number of strategies have been implemented with success, and they include the following:

- Attendance of training courses in Mainland China and overseas.
- Participation in international conferences.
- Collaboration with external training bodies such as Middlesex University London, the University of Hong Kong, Chinese University of Hong Kong, the Hong Kong Polytechnic University and the Hong Kong University of Science and Technology.
- *Mentorship Program* – In May 2011, an institutional-based Mentorship Program was established to provide support and encouragement to new staff members. By July 2014, there were about 440 mentors and 1,430 mentees participating in this scheme.
- The establishment of the *Correctional Services Department Sports Association* and social activities to promote a healthy and balanced lifestyle for staff and their families.
- The formation of the *Oi Kwan Volunteer Group*. In 2013, over 28,000 service hours were given by 2,700 volunteers.

¹⁹ For more information on the OHCHR, see <http://www.ohchr.org/EN/Pages/WelcomePage.aspx>.



- The creation of the *HKCSD Credit Union Education Fund* has resulted in the refurbishment of 107 schools in Mainland China.

India – A Case Study of Maharashtra

At Maharashtra Prisons, a number of approaches have been adopted to motivate prison staff. These include:

- Medals for correctional service and gallantry
- Medical aid
- Home, vehicle, computer loans
- Sporting events at regional and state levels
- Regular awards and appreciation letters
- Employee of the month awards
- Scholarships for children
- Staff welfare fund

Strategies that have been implemented to develop officers include the introduction of modern technology, special programs for personality/skill development and the establishment of a research wing in the Prison Department.

In addition, prison officers regularly interact with academics from universities (from law and agriculture faculties), NGOs, environmentalists, officers from the Forestry Department, and officers from the Women and Child Welfare Department.

Malaysia

Malaysia has 35 prisons with nearly 45,000 inmates. Staff numbers total 14,652 of which 331 staff hold managerial and professional positions, 13,067 in middle and lower level management roles, and 1,254 are civilians.

The Malaysian Prisons Department (MPD) recognises that the changing role of its correctional officers and the transformation of prisons have been due to the following factors:

- Improvement in education
- The focus on the rehabilitation of prisoners
- Change in technology
- Change in offender profile
- Customer focus
- Changing lifestyle
- The increase in trans-global crimes due to globalisation

In light of the above, the Malaysian Prisons Department (MPD) considers staff development to be a continuous process to close the gap amidst the ever changing role of correctional officers. Thus, the presentation from Malaysia focussed on ways in which it develops and motivates correctional officers.



To develop and nurture its prison officers, the following strategies have been implemented:

- Appropriate training for the job specification
- Coaching and mentoring at the workplace
- Periodic and annual performance assessment, and discussion with supervisors
- Relocations and job rotations to gain work experience and exposure to different insitutions and fields within the MPD
- Participation in annual conferences such as APCCA, the Association of Paroling Authorities International (APIA), International Corrections and Prisons Association (ICPS) and the Asian Conference of Correctional Facilities, Architects and Planners (ACCFA).
- Thorough succession planning by higher level management
- Staff Career Development Programs (discussed further below)
- The establishment of specialised training centres around the country (discussed further below)
- Smart partnerships and collaboration with local and overseas tertiary institutions for higher learning and training (discussed further below)
- Staff attachment programs at foreign institutions (discussed further below)

(a) Staff Career Development Programs

The MPD treats its correctional staff as the most important asset in the organisation. Its training policy focuses on two objectives:

- the *career development of staff* which requires long term guidance and progression; and
- the *future advancement of the Department* towards organisational excellence.

The MPD has a stringent selection process to ensure that the right person is recruited for the right job. The *Staff Career Development Plan* is summarised as follows:

- *Junior Officers Career Advancement Level I:*

The Warder must complete the Basic Prison Officer's Course, Specialist Courses (covering In-Care and After-Care Programs) and Information Technology (IT). In addition, a minimum of eight years' service and evidence of good service performance are two criteria for possible progression to the rank of Corporal Sergeant, Sergeant Major and Sub-Inspector.

- *Junior Officers Career Advancement Level II:*

The Warder is expected to complete the Basic Prison Officer's Course, a Diploma in Law and Correctional Science (offered in partnership with the Islamic University of Malaysia) or the Cadet Officer's Program before being considered for promotion to Prison Inspector.

- *Senior Officers Career Advancement Entry Level I:*

In addition to the completion of the Basic Prison Officer's Course, Specialist Courses and IT, a minimum of five years' service as an Inspector and evidence of good service



performance is required before being considered for progression to the position of Chief Inspector and above.

- *Senior Officers Career Advancement Entry Level II:*

The Inspector is expected to complete the Basic Prison Officer's Course and obtain a degree from any recognised university before being considered for promotion to Deputy Superintendent.

- *Senior Officers Career Advancement:*

This requires the completion of the Basic Prison Officer's Course, the Specialist Courses, IT and a minimum of five years' and good service performance before being considered for promotion to Superintendent and above.

The implementation of the Staff Development Programs has reaped benefits for the respective individuals in the following ways:

- The development of individualised career paths.
- Job satisfaction and higher motivation amongst staff.
- Reduces boredom in the workplace.
- As a result of training courses offered, staff have increased knowledge in criminal justice, corrections, security, rehabilitation and management.
- High level of confidence amongst staff.

Similarly, the MPD has reaped the following benefits:

- Prison officers who are knowledgeable and competent in their respective fields.
- The individualised career paths have enabled the MPD to have constructive and effective succession plans by targeting individuals who have talent, the requisite qualifications and experience to cover the staff attrition rates.
- Low turnover of staff due to self-satisfaction.
- High level of discipline is maintained.
- Creative workforce in terms of implementing new programs and activities.

(b) Establishment of specialised training centres

Since 1952, the MPD has established numerous training centres around the country.

- *Junior Officers Training Centre, Taiping, State of Perak:*
This centre was founded in 1952 and provides Basic Training Courses for junior officers. It also provide specialist courses in criminal justice, corrections, security, rehabilitation and management.
- *Prisons College, Kajang, State of Selangor:*
Established in 1987, this college provides training for senior staff in Basic Training Course, and specialist courses in criminal justice, corrections, security, rehabilitation and management



- *Institutional Training Units:*
All prisons in Malaysia have on-site training units that provide easy access for prison staff to attend refresher courses, motivational programs and seminars to update staff on the latest developments within the prison.
- *Regional Training Centres:*
There are five centres located around the country to meet the training needs of junior officers. The centres also provide specialist courses in criminal justice, corrections, security, rehabilitation and management.
- *Correctional Institute, Malacca:*
The institute was set up in 2007 in response to the increasing number of junior officers. Specialist courses in criminal justice, corrections, security, rehabilitation and management are offered to junior officers.
- *Correctional Academy, Langkawi:*²⁰
Since 2007, the academy has established itself as the Asia-Pacific Training Centre and has offered courses in criminal justice, correctional leadership, prison security, rehabilitation and management.

(c) Smart partnerships with local and overseas tertiary institutions

The MPD has set up smart partnerships and bilateral relations with the following tertiary institutions:

- *Northern National University of Malaysia* offers programs of three and nine months' duration, including Post Graduate Diploma in Correctional Science, Certificates in Correctional Practices in Social Work and Safety and Health.
- *Islamic International University of Malaysia* offers a 2-year Diploma in Law and Correctional Science. Since its inception in 2010, 210 junior officers have completed the diploma course.
- *New South Wales Brush Farm Corrective Services Academy, Australia* offers a 3-week course in Leadership for Senior Officers and Certificate in Parole Services.

(d) Staff attachment programs at foreign institutions

Prison staff in Malaysia are given opportunities to be part of the following programs:

- Daytop USA – Therapeutic Community Program (6 months).
- Public Administration International, United Kingdom – Correctional Leadership (4 weeks)
- Joyfield Institute Georgia, USA – Correctional Leadership (2 weeks)
- ASEAN Correctional Institutions – Study Tour - Basic Officers' Training Program for senior officers (1 week)

²⁰ When Malaysia hosted APCCA in 2008, the conference was held in Langkawi Island. The conference agenda item sessions were held at the Correctional Academy. Delegates were shown the facilities and accommodation there.



(e) Other motivational schemes

In Malaysia, additional schemes have been put in place to motivate its prison officers. For example:

- The MPD offers remuneration and fringe benefits to its prison staff that matches with other government schemes.
- Government scholarships are available for the pursuit of undergraduate and post-graduate degrees which promote personal achievement and self-esteem.
- In 2014, about 5,490 junior officers benefitted from time-based promotions.
- Conducive housing benefits for the wellbeing of staff and their families.
- Construction of new prisons that provide greater workplace safety.
- Minimum of seven days' training requirement to ensure staff competency.
- As part of the MPD's initiatives, a number of key workplace facilities have been set up to promote staff wellbeing. Each correctional institution has facilities such as cooperative stores, nursery for working parents, subsidised cafeteria, club-house facilities, group insurance for staff, bereavement benefits, free religious classes for children and free text books for school.

Vietnam

To motivate its prison staff, the Prisons Department of Vietnam regularly sends groups on study tours to other countries in order to observe and learn about best practices and new initiatives in the correctional field.

4. Conclusion

In order to understand best practices and to explore opportunities for future collaboration, member countries were asked to summarise their respective:

- key achievements in recent years and the reasons for success;
- main areas of current concern; and
- priorities and likely initiatives over the next five years.

Canada has a number of future initiatives for its Correctional Officer Training. This includes:

- expanding its training successes and responding to emerging trends in the correctional field;
- focussing on strategic partnerships and opportunities with other similar public safety organisations (such as the Royal Canadian Mounted Police and the Canadian Border Services Agency) to develop common training standards to be used in managing incidents and to explore having a 'Public Safety Model' (such as common firearms training);
- collaborating with external partners to expand its Simulator Project and Common Training Standards;



- continuing research on evolving offender profiles and institutional culture, and accountability expectations of future Correctional Officers.

The main areas of immediate concern to the Cambodian Department of Prison that affect its prison officers are prison overcrowding, poor infrastructure in some provincial prisons, and the lack of prisons in new provinces. The priorities and initiatives over the next five years for Cambodia include the following:

- Strengthen the mechanics of prison management.
- Strengthen the implementation of prison internal rules.
- Strengthen the implementation of Prison Laws and Prison Procedures.
- Improve the Prison Data Management.
- Strengthen the security control on admission to cell blocks.
- Increase the prisoner rehabilitation programs and vocational programs.
- Improve the process for sentence reduction and amnesty for prisoners.
- Review the badges and ranking of prison officers.
- Review the status of prison officers within the Ministry of Interior.
- Establish prison hospitals.

The way forward for the Fiji Corrections Service is to enter into a Memorandum of Understanding with other jurisdictions for officers to attend training or for secondment to gain experience and knowledge. In addition, the Fiji Corrections Service aims to provide opportunities for its officers to pursue further studies at tertiary institutions.

The challenges for India are inadequate staff; overcrowded prisons; the existence of only one State level training institute; gruelling daily routine of prison staff; the need for more funding; and that a career on correctional services is not the favoured choice.

The challenges and way forward for the Malaysian Prisons Department is to bring its *Master Plan (Human Resource Development) 2009 - 2020* to fruition through the following initiatives:

- Increased international partnership and networking
- Establishment of a Correctional University as a learning and research organisation
- Becoming a prestigious organisation that has best practices in prison management and administration
- Achieving organisational excellence (world class by 2020)

The main challenges for Vietnam include the following:

- The salaries offered to prison staff is comparable with other professions. However, it is difficult to compete with private companies and foreign companies which offer better salary packages.
- It is challenging to entice potential recruits to work in prisons that can be located in remote areas, harsh weather conditions in some prison locations and the challenging prison environment.
- Prison staff who work in remote locations have little opportunities to improve their skills or attend courses due to transport difficulties in the remote regions.



To alleviate the above problems, Vietnam has the following initiatives:

- Prioritising the recruitment process to engage young minority women, as well as those who have graduated from tertiary institutions.
- Offering better remuneration packages to prison staff. In addition to the basic salary, prison staff are entitled to 25% extra in allowances
- As a general rule, citizens must complete an initial period of six months' work in a prison. However, an exception has been granted to those with postgraduate degrees.
- Vietnam has been collaborating with other law enforcement agencies so that new partnerships can be forged to open avenues for its prison staff to improve their skills and gain new knowledge in corrections.

In conclusion, as aptly put by Hong Kong (China), “quality staff is definitely the most critical success factor behind HKCSD” and that strategic recruitment, professional training and effective staff motivation are the key ingredients in procuring and retaining correctional staff who can meet the challenges of their changing roles from custodial to the rehabilitation and reintegration of prisoners into the community that protects the safety of members of the public.

Agenda Item 4 - Taking Account of Age: Meeting the Challenges posed by: (i) Young Offenders; or (ii) Offenders who are Aged or Infirm

1. Introduction

At recent APCCA conferences, many countries have reported that they have more elderly offenders, some of whom are physically or mentally infirm. Some delegates have also reported a growing concern with the number of young offenders. There are no uniform definitions for what is meant by an 'aged' offender or a 'young' offender, and definitions may vary between countries. However, for the purposes of this agenda item, delegates were recommended to examine practices and initiatives for offenders aged under 28 years, or offenders above the age of 55 years.

At the conference, papers were prepared and/or presented by Canada, Fiji, Hong Kong (China), Japan and Vietnam.

2. Young Offenders

Young offenders fall into two main age groups: (i) 'juveniles', and (ii) 'young adults'.

'*Juvenile*' offenders are not regarded as adults. In many parts of the region, this group comprises young people under the age of 18. Juvenile offenders will often be dealt with by different courts from adults and will often be the responsibility of a government department that is separate from corrections, such as a 'child welfare' agency. However, in some places, including parts of Australia, juvenile justice is now the responsibility of the corrections department.

'*Young adult offenders*' are dealt with by adult courts (in many parts of the region this means they are over 18 years of age) but are still relatively young. It is generally recognised that while these offenders are adults, they have very different needs from older prisoners. It is also recognised that there are risks of 'contamination' if younger cohorts mix with older groups. Importantly, there is a growing body of evidence to suggest that people tend to be less impulsive and to be capable of more rational decision making by their late twenties. For these reasons, some jurisdictions have developed programs specifically to address the needs of young adult prisoners. Some of these initiatives are geared to people aged 18 to 21, others target a wider age group of 18 to 24, or even 18 to 28 year-olds.

Vietnam

In Vietnam, as prescribed by law, those aged 30 years or less are considered to be 'young people' (Youth Law) whilst those under 18 are 'juveniles'. The elderly group is 60 years or older (Law on the Elderly). However, under the *Criminal Sentence Execution Law*, inmates fall under two categories:



- 'juvenile offenders' are those aged under 18 years; and
- 'adult prisoners' are those aged 18 and over.

However, in Vietnam, there are a number of policy priorities for elderly inmates who are 70 years or more, and the infirm. It is recognised that, irrespective of their ages, each inmate has his/her unique physical and mental characteristics, and therefore, can pose challenges to its prison department.

Juvenile offenders are detained and rehabilitated in prison under the General Department for Criminal Sentence Execution and Judicial Support. In recent years, the number of juvenile offenders has decreased due to the accepted principle of incarcerating juveniles only as a last resort. Hence, juveniles are mainly subjected to lesser penalties such as warnings, fines, non-custodial reform or judicial measures of education at communes, wards or at a Juvenile School.

Juveniles who have been imposed a sentence of imprisonment are held in separate facilities according to their health, gender, and physical and mental requirements. Once they turn 18, they are transferred to an adult prison.

Whilst in detention, it is compulsory for juvenile offenders to attend primary/secondary school education every day except for Sundays, holidays and New Year's Day. Education subjects include basic life skills, popular current affairs, law and policy, and civic education, with the aim of raising their awareness about discipline and to reduce recidivism.

Rehabilitation programs for juveniles and young offenders are prescribed by law. In addition, vocational training, cultural exchange activities, sports, and psychological counselling are provided and organised by the prison authorities in collaboration with the Department of Labour, Invalid and Social Affairs; Youth Union and local businesses. These programs and activities assist the individual's reintegration into the community.

3. Aged or Infirm Offenders

It is generally acknowledged that prisoners tend to age faster than other members of society due to lifestyles, substance abuse, poor health, and lower socio-economic status. Life expectancy also differs across the region. However, 'aged' prisoners are often defined to mean people 55 years old or more.

Some prisoners aged over 55 will be physically fit, well able to look after themselves, and capable of being managed alongside other prisoners. However, some will be physically or mentally infirm. Furthermore, prisoners, like the general population, are living longer and a significant number of older prisoners have been given sentences that mean they will spend the rest of their lives in prison.

In preparing their presentation/papers, delegates were asked to consider the following issues:



- Does your country have increasing numbers of aged offenders? What are the reasons for this?
- Do you have purpose-built facilities to cope with the needs of aged prisoners? How do they differ from general prison facilities and how are they staffed?
- Is training provided to prison officers to give them the skills required to care for aged and infirm prisoners?
- Do you expect other prisoners to help take care of aged or infirm prisoners? If so, do you provide them with training?
- Please discuss any programs you have developed to help aid the reintegration of aged prisoners into the community.

Canada

In Canada, correctional responsibility is divided between the federal and the provincial/territorial governments. The Correctional Service Canada is responsible for adult offenders (namely, those aged 18 and over) who are serving sentences of two years or more.

The aging process for older offenders is believed to be accelerated by about 10 years due to environmental and lifestyle factors (such as smoking, poor nutrition, lack of health care and lower socio-economic status). Thus, the Correctional Service Canada (CSC) view offenders aged 50 years and over, as its aging offender population.

For correctional purposes, Canada identified three categories of 'older' offenders:

- those who have received a lengthy sentence at a young age and grow old while incarcerated;
- those who grow old during multiple incarcerations; and
- older offenders who receive their first incarceration.

(a) Profile of offenders aged between 50 and 64 years

Over the past five years, the number of federal offenders aged between 50 and 64 years has increased. They represent 21% of the overall federal population, constituting 19% of the inmate population and 25% of the community supervision population.²¹

The types of offences committed by this age group of offenders include murder (34%), sex offences (21%), robbery (14%) and drug offences (15%).²² In addition:

- 38% of these offenders have served a previous federal sentence
- 59% reached the age of 50 and 64 years while serving their current federal sentence, and 41% were aged 50 years or above upon admission.
- 42% were lifers
- 9% were serving a sentence of 10 years or more

²¹ This equates to an increase in prison population by 636 offenders, and by 126 offenders under community supervision.

²² Some of the offenders may have committed more than one of these types of offences.



(b) Profile of offenders aged 65 years or more

Over the past five years, the number of federal offenders aged 65 years and over has increased. They represent 6% of the overall federal population, constituting 4% of the inmate population and 10% of the community supervision population.²³

The types of offences committed by this cohort include murder (48%), sex offences (31%), robbery (11%), and drug offences (7%).²⁴ In addition:

- 24% had served a prior federal sentence
- 72% had reached the age of 65 years during their current federal sentence, and 28% were admitted at the age of 65 or above
- 56% were lifers, and 8% were serving a sentence of 10 years or more

(c) Assessing older offenders on admission

Upon admission, all offenders who fall under the responsibility of CSC, have to undergo a systematic *Intake Assessment* to identify and determine:

- their security risks and needs
- initial placement
- Correctional Plan for treatment

In addition, with regard to offenders aged 50 years and over, consideration is given to their immediate needs, cell assignments, and program and employment requirements. Other interventions are also available such as wellness and recreation activities, self-care education and adjustment to living in a custodial environment, and community reintegration programs.

(d) Accommodation and health matters

There are currently no purpose-built facilities for older inmates and the majority are accommodated in institutions with medium and minimum security levels.

To determine a suitable placement, a functional assessment is carried out to determine the individual's ability to perform daily living activities upon admission. Thereafter, throughout the offender's sentence, regular assessments are conducted to assess his or her ability to function in the environment. Health checks, special accommodation and other services are provided as required. For example, step stools to enter and exit from vehicles and cells equipped with oxygen bottles and other medical aids/equipment.

Where new buildings are being constructed or where existing buildings are being refurbished, CSC has addressed mobility/accessibility issues to the living units and other

²³ This equates to an increase in prison population by 200 offenders, and by 190 offenders under community supervision.

²⁴ Some of the offenders may have committed more than one of these types of offences.



areas of the institution in accordance with federal building standards. For example, wheelchair accessibility to living units and installing plumbing fixtures to assist inmates with physical disabilities.

CSC has implemented a health assessment tool for those over 50 years, with medical services being provided based on individual assessments. CSC has a multi-disciplinary approach to palliative care. *Palliative Care Guidelines* are available to ensure that staff and healthcare providers apply a consistent approach to the delivery of palliative care to offenders by enabling them to live their remaining life with dignity and in comfort, and whenever possible, in the environment of their choice. In the latter case, the offender may choose to remain in the institution (with support from volunteers, clergy and palliative care specialists); in a CSC hospital; or in the community.

(e) Staff training

CSC staff are provided with a variety of training programs to ensure that they have the necessary skills for the management and care of older offenders. Nurses and other specialist staff attend *Older Offender Training* and *Palliative Care Training*. Institutional and community staff attend training on mental health including the aging population.

(f) Reintegration into the community

CSC offers all offenders a number of interventions to assist their reintegration into the community such as employment; mental health services; correctional, educational and social programs; and vocational training. A functional health care assessment is conducted on older offenders to identify any areas of concern that need to be included in their release plans. Prior to release, a community strategy is developed to determine the method of monitoring and frequency of supervision, including any special needs or resources that need to be included.

Fiji

Between 2009 and 2013, the number of the total prisoner population in Fiji rose from 850 inmates to 1,041 inmates. The Fiji Corrections Service categorises older offenders into three age brackets:

- 40 to 49 years;
- 50 to 59 years; and
- over 60 years.



The statistics for these age groups between 2009 and 2013 are as follows:

AGE GROUP	2009	2010	2011	2012	2013
40-49 years	91	99	90	101	124
50-59 years	23	32	35	39	51
Over 60 years	9	13	28	32	45
Total of aged/infirm offenders	123	134	153	172	220
Total prisoner population each year	850	861	864	911	1041

The increase in the population of aged or infirm offenders is attributable to the following factors:

- Zero tolerance by police on certain types of crimes that were previously resolved through traditional reconciliation measures, without the involvement of the victim and the perpetrator.
- Previously, domestic violence issues were kept behind closed doors. However, due to the increased awareness of, and the application of the *Domestic Violence Decree*, domestic violence incidents are now adjudicated by the courts.
- Offenders spending longer time in prison because the courts are not granting parole.

The main challenges for Fiji Corrections Service include:

- The core group of offenders who are old and partially mobile.
- Facilities that have not been designed to meet the needs of the aged/infirm offenders.
- Most of these offenders have chronic illnesses prior to their admission to prison.
- Prison staff are not trained to care for, and respond to the needs of the aged/infirm offenders.
- Increased costs in providing medicine and other pharmaceuticals to the aged/infirm offenders.
- Increased costs associated with external care giver when the offender is released into the community.
- Use of untrained inmates to assist the aged/infirm offenders in their day to day living activities.

However, the following initiatives have been implemented to mitigate the above challenges:

- Separate residence for older inmates
- Policy to transfer an inmate to the Infirmary should his/her health condition deteriorate.
- Other inmates providing peer support
- Aged care training provided to staff and inmates
- Recruitment of a medical officer within the Fiji Corrections Service to ensure that a thorough assessment of the offender's health and needs can be made upon admission
- Effective and constructive collaboration/dialogue with family members for possible support
- Recruitment of external care-givers
- Routine physical exercise programs for the aged inmates



Hong Kong (China)

As with other jurisdictions, Hong Kong (China)'s demographic structure is characterised by low fertility and mortality rates, leading to an aging general population increase. The same trend is reflected in the total prisoner population. There is no uniform definition of 'elders' in Hong Kong (China). For instance, the retirement age for those in law enforcement agencies²⁵ is 55 years, but for other civil servants, it is 60. However, only those who are 65 years are entitled to concessions or priority services offered by government departments, public companies and other organisations. In addition, Elderly Health Care Voucher Scheme is only available to those who have reached 70 years and over.

The terms 'elderly' and 'elderly prisoner' are not defined by law. From a management perspective, the Correctional Services Department of Hong Kong (China) ("CSD") normally refers inmates aged 60 or above as 'elderly'. However, it is acknowledged that there are inmates who, irrespective of their ages, have been assessed to be 'clinically elderly' by medical officers. Inmates who are 'infirm' are those who have a medical condition that affect their motor skills, those who are feeble due to the aging process and those who have intellectual and/or physical disability. Both the elderly and infirm inmates are managed and treated in ways that respect their needs and abilities.

(a) Profile of elderly inmates

In 2009, 13% of Hong Kong (China)'s total general population was aged 65 and above. This is forecasted to increase in 2019 and 2039 to 17% and 28%, respectively.

The table below provides a snapshot of the number of male and female inmates based on the total prisoner population:

Table 1

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total prisoner population	10,118	9,356	8,962	8,481	7,833	7,518	7,321	7,067	6,716	6,492
Male	7,791	7,236	7,014	6,702	6,149	5,849	5,778	5,717	5,436	5,264
Female	2,327	2,120	1,948	1,779	1,684	1,669	1,543	1,350	1,280	1,228

With regard to the penal population, in 2004, the average daily population of inmates aged 60 and over was 108. However, this grew to 306 in 2013. By 2022, it is predicted that the number will reach 630. The table below shows the number of male and female inmates aged 60 and above, based on the above total prisoner population:

²⁵ This includes those working in the Correctional Services Department of Hong Kong (China). There has been a proposal to increase the retirement age to 60 for law enforcement agencies, and to 65 for civil servants.

Table 2

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total inmates aged 60 and over	108	172	212	224	234	250	286	307	304	306
Males aged 60 and over	99	156	192	210	217	220	251	272	270	273
Females aged 60 and over	9	16	20	14	17	30	35	35	34	33

The CSD is currently considering to re-classify the minimum age for an elderly inmate from 60 years to 65 years. If this is implemented, the number of ‘elderly inmates’ in institutions will decrease proportionately.

(b) Admission process, medical treatment and aids for the elderly and infirm inmates

The CSDHK does not have a purpose-built institution solely for the elderly and infirm inmates. The elderly and infirm inmates are accommodated in the same institutions as mainstream inmates to ensure the optimum use of resources and the delivery of efficient and effective services. However, as will be discussed below, an Elderly Unit has been set up within the Ma Hang Prison.

It is recognised that their needs vary due to differences between their ages, disabilities, medical requirements and criminal histories. Thus, each institution has an in-house hospital equipped to deliver the required medical services to these inmates and a holistic prison regime is offered to the aged/infirm inmates.

One admission, it is a requirement for new inmates who are elderly and/or infirm, to be examined by a medical officer, and for their medical history to be recorded. Thereafter, these inmates attend monthly general health assessments to monitor their health and ability to perform daily activities so that appropriate interventions can be organised in a timely manner. Inmates with minor ailments are treated in the institution. However, those who need specialist care are conveyed to a public clinic or external hospital for treatment, under the escort of two custodial officers.

Other strategies to assist the inmates’ daily activities include barrier-free access, ramps, easy access to bathrooms and toilets, wheelchairs, walking frames and crutches, and handrails for support

(c) Elderly Unit

In response to the increasing number of elderly inmates, the CSD has set up an Elderly Unit within the Ma Hang Prison. The Ma Hang Prison is a minimum security prison which is easily accessed by public transport that enable frequent visits by family members, friends and workers from NGOs. This maintains family and community



bonding which assists in the inmates' eventual release and reintegration into the community.

In response to the inmates' deterioration in their physical functioning, a number of initiatives have been introduced at the Elderly Unit to assist the inmates in their daily living activities. These include:

- notices displayed in large print
- infra-red detectors to detect movements of inmates in and out of the dormitories
- availability of warm showers throughout the year
- barrier-free access and ramps
- easy access to bathrooms and toilets
- wheelchairs, walking frames and crutches
- handrails for support

In 2010, a task group was formed to assess and explore other initiatives to accommodate the growing number of elderly inmates. As a result, an Elderly Unit was built in late 2014 at the Tai Lam Correctional Institution to replace the unit at Ma Hang Prison.

The new Elderly Unit has the following specifications and improvements:

- a number of dormitories built near the on-site hospital
- a lift
- workshops for horticulture and simple manual work such as woodwork handicraft
- modifications in the sleeping and communal areas to prevent falls (which is the major cause of injury for the elderly)
- provision of sitting toilets
- slip-resistant floor tiles
- call bells
- handrails
- designing common areas with no steps
- covering all drains
- reduction in the number of steps , areas and communal areas

(d) Psychological services

Elderly and infirm inmates who exhibit psychological problems are seen by the CSD's clinical psychologists on a regular basis. When necessary, therapeutic assessment and counselling will be provided through structured psychological service programs. This holistic program has three levels:

- Psycho-education on stress management, and the identification and solving of health problems.
- Psycho-geriatric assessment and treatment including dementia and depression.
- Intervention in crisis and serious physical/mental illness

Elderly inmates with psychiatric issue are transferred to the Siu Lam Psychiatric Centre for mental assessment and psychiatric treatment.



(e) Work programs

Under the laws of Hong Kong (China), every inmate is required to perform useful work between six and ten hours each day unless he or she is excused by a medical officer on medical grounds.

The elderly and infirm inmates generally undertake simple manual work (such as gardening, making envelopes) that suit their abilities in order to maintain their general health, as well as their dignity and positive self-image.

(f) Exercise and physical training

Under the law, subject to weather conditions, inmates are to have at least one hour of exercise daily. The same rule applies to the elderly and infirm inmates. Special exercise equipment such as hand grip balls and aerobic steps are provided to maintain their motor skills. Physical education instructors have been engaged to conduct Elderly Fitness Programs such as step aerobic, stretching exercises, dancing and resistance training. To encourage participation in physical exercises, thematic video programs are televised on a weekly basis.

(g) Diet, clothing and bedding for the elderly

The CSD provides plain and nutritious food to the elderly inmates. Dietary plans, which reflect international and national health guidelines, are devised by dieticians in consultation with the Department of Health.

The meals are prepared to cater to the health, dietary and religious needs of the inmates. For instance, an elderly inmate who requires a high protein diet will be provided with meals that contain more eggs, beans and peas, whereas an inmate who has chewing problems will have modified meals containing congee and minced meat.

During winter, elderly inmates are given extra blankets to keep warm. In other instances, a medical officer may advise that the inmate wears trousers instead of shorts during the summer.

(h) Rehabilitation programs

There is a Rehabilitation Unit in each of the institution in Hong Kong (China). These units coordinate and offer rehabilitation programs that include individual interviews, group counselling, smoking cessation courses, hobby classes (such as Tai Chi), language courses, basic computer courses, religious seminars and seminars for the elderly by NGOs.



Elderly inmates are provided with courses and information that promote healthy lifestyle such as Tai Chi classes, horticulture, gardening, calligraphy classes and health seminars. In addition, NGOs deliver seminars on matters such as dementia and social supports for the elderly.

Elderly inmates who are healthy and able to work, are provided with vocational training in collaboration with NGOs.

(i) Staff training

Over the years, the CSD has invested a lot of effort and resources into the training of its staff to achieve professionalism in delivering their role in corrections. In addition, resources have been invested in providing continuous and structured training to staff in the care and understanding of the needs of elderly inmates such as:

- instructor courses on the running of physical exercises programs;
- training seminars on the 'Caring for Geriatric Persons in Correctional Institution'; and
- other courses offered to staff members of the Rehabilitation Unit and Psychological Services.

Hospital staff are also provided with continuous and structured training in conjunction with the Department of Health and Hospital Authority to increase the staff's understanding in the aging process, the impact of the aging process on individuals, and awareness of the needs and symptoms of the elderly.

Japan

Between 2004 and 2013, the total prisoner population in Japan has been decreasing gradually from about 32,000 to about 23,000. Japan classifies aged inmates as those who are 60 years and over. Between 2004 and 2013, there has been a steady incline of inmates aged 60 and over (namely, about 10% in 2004 and about 17.5% in 2013 out of the total prisoner population). The same aging trend is also mirrored in the general population.

(a) Profile of aging inmates in Japan

It is interesting to note that between 2009 and 2013, out of the total prisoner population, the number of aging female inmates was much higher than the aging male inmates. The number of aging female inmates rose from 18% in 2009 to 21.5% in 2013. However, during the same period, the number of aging male inmates grew steadily from 15.5% to 18%.



(b) Offences committed by the aged inmates

For those aged 60 years and over, the predominant offence was theft (51.4%). Financial uncertainty²⁶, dependency attitude²⁷, and homelessness and despair²⁸ are the main causal factors to committing theft.²⁹ Other reasons for offending include a sense of being discriminated against, uncertain health and personal problems.

Other offences committed by aged inmates include stimulant (12.6%), fraud (7.7%), road traffic offences (6.3%), bodily injury and violence (3.5%), breach of trust (2.2%), murder (1.4%) and other offences (14.9%).

By comparison, theft constitutes 29.4% of the offences committed by inmates aged under 60 years, followed by stimulant (29.2%), fraud (8.6%), road traffic offences (4.3%), bodily injury and violence (5.6%), breach of trust (1.3%), murder (1.1%) and other offences (20.5%).

(c) Physical and mental health care of aged inmates

The aged inmates are housed in the same facilities as other mainstream inmates. However, if the aged inmates have any physical or mental health issues, they are treated at the medical prison.

There is information for staff regarding aged care including information about health and mental issues connected with the aging process. Young inmates are not expected to assist in the care of the aged inmates. The general ratio between inmates and staff is 3:1. However, the increase in the number of aged inmates has caused an increase in staff's workload.

In addition, like Canada and Hong Kong (China), various mechanisms have been instituted to assist the aged and infirm inmates to assist them in their day to day living activities, such as:

- wheelchairs and walking frames
- handrails in corridors and stairs
- special diets for easy digestion (such as rice gruel and chopped food)
- extra clothes during winter

²⁶ 51.8% in male and 40.7% in female.

²⁷ 41.1% in male and 40.7% in female.

²⁸ 40.2% in male and 14.8% in female.

²⁹ In Japan, the tradition/culture is for the adults to care and provide financial assistance to their aging parents who live in the same household. However, due to globalization, the trend has been for adults to seek employment opportunities in other cities or countries, thus separating them from their elderly parents.



(d) *Programs for aged inmates*

Positive efforts have been made to implement a number of programs that are tailor-made to meet the needs of the aging prisoner population:

- guidance to foster positive relationships with others
- activities to stimulate brain functioning and physical coordination
- management in physical capacity, health, nutrition, and finance
- providing information about social welfare supports

(e) *Rehabilitation support for aged and infirm inmates*

There are Community Settlement Support Centres that assist the inmates' smooth reintegration into the community. In addition, the probation officers and social welfare officers consult and collaborate with one another to devise structured release plans into the community.

Vietnam

In recent years, the number of aged prisoners has been increasing due to rising crime rates. As mentioned above, under the *Criminal Sentence Execution Law*, inmates fall under two age groups. Those aged under 18 are juvenile offenders, and those aged 18 and above are adult prisoners. Due to the increasing number of older inmates, there are priority policies in place for inmates aged 70 and over, and those who are infirm.

In general, the management, custody and rehabilitation of the aged and infirm inmates are governed by law. This includes labour and vocational training according to their age, and physical and mental abilities. However, inmates who are physically and/or mentally incapacitated, are cared and treated at the prison infirmary. Those who require medical treatment are transported to hospital.

Amnesty may be granted to those who are 60 years and over, particularly if these inmates have a chronic illness, or are seriously ill, and those who are unable to care for themselves. In other cases, the inmates may receive a reduction in their sentences or have their sentences suspended. Where necessary, the released inmates will be cared for by family members.

4. Conclusion

In summary, Canada has successfully managed the increasing number of older offenders over the years. This is due to the following reasons:

- CSC has a manageable number of older offenders who require specialised needs;
- The existence of caring staff who take an inter-professional approach to the care and custody of the older offenders. These staff play a critical role to ensure that the needs of this cohort of offenders are met; and



- Information gathering on older offenders has enabled CSC to identify and make decisions on the best approaches to meet the needs of older offenders (current and future). Of note, CSC has recently conducted research on the profiles of older offenders, including the social support and health needs of older female offenders.

Over the next few years, the Fiji Corrections Service is committed to improve the institutional infrastructure to cater for the needs of the aged and infirm inmates. Improved medical services and the initiation of Family Therapy are also in the pipe line.

In Hong Kong (China), the CSD recognises that an inadequately trained correctional staff can hamper the efficient and effective response to the needs of elderly inmates. Thus, there is now an increased emphasis on staff selection and staff training on responding to the needs of elderly inmates. There is a need for greater collaboration with NGOs to enhance the caring of elderly inmates through programs that promote active and healthy lifestyles for the elderly inmates when they are in institutions and also when they have been released into the community. Currently, the needs of elderly female inmates are sufficiently catered for. However, the increasing number of elderly female inmates is currently being closely monitored by the CSD so that facilities can be refurbished appropriately and in a timely manner, for them.

The future challenges for Japan are:

- to understand the specific problems and needs of aged inmates;
- to develop appropriate treatment programs;
- to train staff in aged care;
- to obtain suitable equipment to assist the daily living of the aged and infirm inmates; and
- to coordinate with external medical and social welfare services and local communities to provide holistic care programs for the aged and infirm inmates

In conclusion, the general consensus is that the number of aged and infirm inmates has increased over the past few years, and will be increasing over the foreseeable future when current younger inmates age as they serve their sentences. Therefore, careful planning is required to respond to the needs of these inmates as they become more dependent on support to perform daily living activities. For example, by exploring the use of peer-volunteers and younger offenders enrolled in vocational training in aged care to assist the aged / infirm inmates with daily living and socialisation to advance efforts to sustain wellness and maximise independence of this cohort of inmates.

In addition, research needs to be undertaken to better understand the needs of aging and/or infirm in areas such as chronic health conditions or disability related to the aging process that can impair their ability to undertake daily living activities, recreation, socialisation and rehabilitation programs including the requisite support and healthcare needs in the community.



Agenda Item 5 - Managing the Release of Prisoners and Engaging the Community: Options such as Pre-release Centres, Open Prisons, Home Detention and Aftercare

1. Challenges

Many prisoners, perhaps the majority, find it difficult to return to the community. Prior to their time in prison, many of them were not functioning well in society and during their time in prison, they may become even more socially isolated. There is a real risk that on release they will return to previous bad habits, bad company and bad behaviour.

It is widely acknowledged that the provision of psychological ‘treatment programs’ in prison may help reduce the person’s risk of further offending but programs alone are insufficient. Prisoners also need to be given opportunities for education and for acquiring real world employment skills. In addition, to encourage offenders to desist from offending, it is helpful if they have support and supervision on release, including help with housing, employment, budgeting and relationships.

Furthermore, the pace of change in the modern world is so fast that even a period of three years or less in prison can see prisoners ‘fall behind’ in terms of technology and wider societal experiences and expectations; prisoners need to be prepared for such challenges.

For all of these reasons, it is important to examine ways to ease the person’s gradual, safe, supervised transition to the community. This cannot be a task for corrections or government agencies alone: it will require innovative engagement with a whole range of service providers from the community and private sectors.

There are two main levels at which there may be interventions to assist the prisoner’s safe release and to promote community engagement. Some are prison-based but involve prisoners being given increasing trust and freedom. Examples include increased family contact; ‘pre-release centres’ where prisoners leave the prison during the day to undertake work in the community; ‘open’ prisons, and ‘work camps’ that operate outside a prison. Others initiatives involve the support and monitoring of people after they have been released from prison, including areas such as accommodation and employment.

The Discussion Guide invited delegates to showcase one or two initiatives which have been designed to better manage the safe release of prisoners and to engage the community, along with any evidence as to the success of these initiatives and the reasons for that success. Canada, Brunei, Hong Kong (China), Fiji, India, Korea, Malaysia, Singapore, Sri Lanka, Vietnam and Australia made presentations or prepared papers on this topic.



2. Initiatives

Canada

Correctional Services Canada (CSC) noted that the current budgetary situation has required it to become more innovative, and that targeted interventions and strong partner networks are essential to promoting a safe return to the community. The CSC presentation focused on two initiatives.

Childlink

Many women in prison receive limited visits from their children largely due to limited community support and the distance and cost of such visits. As such, in 2013, CSC ran a six-month pilot project wherein women at a minimum security healing lodge were permitted to have video-link 'visits' with their children.

Only one woman participated in the 2013 pilot, but it was assessed to be a success in terms of the prisoner's general attitude and demeanor. It was also assessed to have strengthened relationships between the mother and child and also between the mother and the foster parent who was caring for the child. In addition, it 'increased staff trust and interest' in technological options. Similar programs are being gradually rolled out and further evaluations will be undertaken.

Community Employment Services

Having a job reduces the risk of recidivism; however, approximately 60% of federal offenders are assessed as having significant employment needs. Prior to 2012, CSC's main focus was on getting people 'ready for work', CSC came to realize, though, that this needed to be supported by assisting offenders to find actual employment.

By shifting the focus from 'job readiness' to 'job development', CSC managed to achieve a 45% increase in the number of job placements for offenders in general. There was an even bigger increase (67%) in the number of places provided by employers who already had employed ex-offenders. This suggests that once employers have enjoyed some success with hiring ex-offenders, they will continue to do so.. Honesty and transparency in dealing with employers were identified as key success factors.

Brunei

Aftercare and reintegration were major themes at the 2012 APCCA conference in Brunei. A 2010 study had revealed that prisoners face a wide range of problems in returning to society and the Brunei Prison Department (BPD) therefore embarked on a project to improve services and continuity between 'incare' and 'aftercare'.



BPD now divides prisoner' sentences into four phases:

- Admission and Orientation (for 1-6 months);
- Education and Intervention (including rehabilitation, education, vocational training and religious programs);
- Pre-Release (for six months before release: existing programs are continued and additional pre-release/reintegration programs are added); and
- Aftercare (for a period of six months, but to be increased to nine months).

The Counselling and Aftercare Office officially opened on 20 January 2014 with the goal of promoting 'seamless incare to aftercare support'. Their focus includes accommodation and employment and a number of collaborative arrangements have been made with government and non-government bodies and also with local villages and districts. Basic elements of the aftercare framework include mediation; visits to ex-offenders and their families; case conferences; and case tracking.

Hong Kong (China)

The Hong Kong Correctional Services Department (CSD) identified four critical factors for successful reintegration: quality custodial services; comprehensive rehabilitation services; community support; and offenders' determination to succeed.

Prison-based initiatives include:

- Vocational Training: having a legitimate job reduces risk and CSD focuses on market-oriented courses with publicly recognized certification that is no different from the certification received by people in the community.
- Education: to restore self-esteem and confidence, awaken potential, and make people aware of opportunities.
- Measures to enlist family support: rehabilitation officers conduct home visits and also encourage families to visit persons in custody (PICs) and to join 'inmate-parent programs'.
- Pre-release preparation: CSD has developed a pre-release orientation course to provide information about employment, medical, accommodation and social services.
- Pre-release employment services are available to PICs in the three months prior to release.

To match people with the right jobs, PICs are given access to job vacancy lists and CSD will help facilitate job interviews.

Community based initiatives include:

- Various compulsory statutory aftercare supervision schemes
- Schemes for the post-release supervision of long term prisoners.



- The 'Continuing Care Project' which has been developed by CSD in conjunction with seven NGOs. Supervisees who are assessed as still needing support are referred to participating NGOs for counseling, guidance and support.
- Halfway houses; CSD operates three halfway houses, one for adult males, one for juvenile males and one for females. The aim is to provide structured rehabilitation programs as well as accommodation and food.

CSD also makes strenuous efforts to garner community support and a high level Committee on Community Support for Rehabilitated Offenders was established in 1999 to gauge views from various sectors of the community.

One of CSD's successful initiatives has been the Rehabilitation Centre Program (RCP). RCP was designed to meet the needs of young offenders aged 14-21 whose offences require only a short custodial sentence. The RCP consists of two stages (2-5 months in a penal institution and 1-4 months in a halfway house) followed by 12 months supervision. The success rate is very high (around 94% over the past five years).

Fiji

The Fiji Correctional Service (FCS) identified a number of challenges in the release of prisoners, including limited rehabilitation and training programs, the social stigma of imprisonment and a lack of community and employer support for ex-prisoners.

Within the prison system itself, FCS seeks to provide employment in areas such as tailoring, bakery and furniture making. It also offers civic pride programs where offenders undertake community work in places such as parks and hospitals. Prisoners are also used to assist in supporting government initiatives, such as sugar cane cutting and cleaning up after natural disasters.

Throughout their time in prison, Fiji's prisoners undergo continuous risk assessments and suitable prisoners are allowed family visits within the prison or home visits. Family and religion are fundamentally important and programs for spiritual empowerment are also integral to the regime.

FCS assists prisoners to prepare business plans so they can apply for assistance from the government's Poverty Alleviation Program, under which small grants can be made to assist people establish small businesses.

A range of conditional release schemes exist to assist selected prisoners to transition from prison to community. They include weekend release in the last 12 months of the sentence; short term release to fulfill family obligations; and early release to undertake employment, education or community work.



Upon release, all inmates are now taken directly home. This is seen as essential to reintegration. For some offenders who are not able to return home, a halfway home has been established.

FCS recognizes that it is important to increase public understanding and support, both of FCS itself and of ex-prisoners. To that end, and drawing especially on Singapore's experience, a Yellow Ribbon Campaign has been implemented and a CARE network (Community Action for the Rehabilitation of Ex-offenders) is being established to better coordinate community services.

India

India is a vast and diverse country, and a number of different schemes operate in different places. However, the whole country believes that rehabilitation and successful reintegration are the key, and that the 'transition from the prison community to the free community' must be smooth. Key elements to a smooth transition are ensuring health needs are met; providing psychological counseling; financial and employment assistance; and, when necessary, imposing supervision on ex-prisoners.

Some of the challenges faced in India include rejection by family or community, lack of accommodation or employment, drug and alcohol addiction, and physical and mental health.

After-care is strongly supported. The aim is to reduce recidivism by providing support and targeted interventions. Five main agencies support after-care: half way houses; government rehabilitation centres; probation services; the Discharged Prisoners Aid Society; and a Prison Development Board.

India believes that transition begins as soon as the person is incarcerated. Assessments take place as soon as the person is received into prison with the aim of preparing them for future release. The programs focus on issues such as reformation programs; spirituality; stress management (including yoga); and leadership programs.

Education and vocational training are afforded a high priority and there is an increasing focus on partnerships with industrial organisations such as the Confederation of Indian Industry as well as with individual employers.

Public Private Partnership (PPP) arrangements are also expanding. These partnerships have led to diversification, innovation, higher motivation, and better community support. Examples include:

- A Memorandum of Understanding with drug companies to cultivate herbal plants;
- Employment of prisoners in petrol stations in partnership with oil companies;
- Manufacture of female sanitary products; and
- Production of food products.



To assist in their emotional and family integration, prisoners with good conduct are also allowed more visits and contact with family and community.

Korea

In 2009, Korea introduced an 'intermediate treatment' system to assist prisoners to re-enter society successfully. Five intermediate treatment facilities are currently operational: five 'houses of hope', one social adaptation training centre, and the Milyang Hope Centre.

The Milyang Hope Centre is the first correctional facility in Korea that is based on a government partnership with a private company. Inmates live in a 'living hall' and go each day to work in a normal workplace setting. After work, and the opportunity to spend some time with their work colleagues, they return to the living hall.

The aim of the intermediate treatment system is to make life for prisoners as close as possible to life in the 'real world' and also to enhance the prospects of ex-prisoners moving straight into employment upon release.

The Korean Correctional Service hopes to establish more centres like Milyang, and the government plans to offer tax incentives to participating companies.

Malaysia

In Malaysia, the majority of prisoners come from extremely disadvantaged backgrounds and have high treatment needs. The Prison Department is concerned that prison also 'generally has the effect of exacerbating their marginalization'.

The most important development in recent years is the introduction of a parole system in 2008. The main aim was to facilitate the reintegration of prisoners. It was also seen as assisting to reduce the level of overcrowding in the prisons. The parole system has proved very successful to date, with a low rate of recidivism by people on parole.

Another initiative is the Prisoner Socialisation Program. Eligible prisoners who meet the selection criteria are able to undertake rehabilitation or employment activities outside the prison itself. The aim is to reduce stigma and institutionalization.

Aftercare services are regarded as central to the successful reintegration of prisoners, especially in the first month after release. Prisoners need a single point of contact where they can obtain assistance in relation to housing, welfare, employment, education and social services. Malaysia has found that the halfway house provides a very effective way of delivering such services from a single point. Halfway houses operate on the basis of collaboration between the Prison Department and NGO's. The evidence to date is that they have been a successful innovation.



Singapore

Singapore has reduced its recidivism rates over recent years but it still faces the challenge of a core of prisoners who re-offending and return to prison multiple times. New initiatives have therefore been introduced to improve services to prisoners assessed to be at particular risk of further offending and to provide stricter monitoring on release.

The new program is called the Enhanced Supervision Scheme (ESS). It is an evidence based program to identify and target offenders who pose a high risk of re-offending. There are two components to the scheme: attendance at a Pre-Release Centre and enhanced supervision for up to 12 months after release. The Pre-Release Centre placement operates for ten months prior to release and involves 'stepped-up' rehabilitation measures.

Overall, the ESS comprises four core components:

- Offenders undergo an Integrated Criminogenic Program (ICP). This program is based on high intensity psychological based programs to reduce the risk of reoffending and to increase psychosocial functioning.
- An Incare Case Management Model: dedicated case coordinators and purposeful offender-officer engagement are used to promote positive behavioural change and social modeling.
- Reintegration programs, designed to facilitate smoother transition, including vocational training, family programs and employment referrals.
- Casework supervision for 12 months after release to monitor reintegration progress in areas such as accommodation, employment, social support and compliance with supervision.

An evaluation of the ESS found that:

- The ICP brought about positive changes in criminal attitudes compared with the control group.
- The Incare case management model enhanced inmates' reintegration potential
- The reintegration programs received positive feedback.
- The casework supervision after release brought statistically significant benefits in terms of social problem solving and relationships.
- The ESS group had more stable accommodation and employment patterns in the six months after release.
- Re-offending rates in the six months post-release were lower for the ESS cohort than for the control group.

In summary, longer term evaluations are required but the data suggests the ESS is likely to reduce re-offending by high risk offenders.

Sri Lanka

Sri Lanka noted that prisoners' needs fall into three main categories: welfare needs, vocational training and 'physical and mental renovation'.

The Sri Lankan paper said that the best way to meet welfare needs is to provide supported accommodation for people on release so that they have food, lodging, emotional and practical supports as they seek to re-establish their lives. Sri Lanka is attempting to provide such services but resources are limited.

Vocational training is provided, to the extent that resources permit. The aim is to make the training relevant to local demand/need. The focus is therefore on practical skills such as tailoring, carpentry, masonry, hair cutting and handicrafts. In the future, Sri Lanka hopes to be able to offer more by way of IT training.

Most prisoners in Sri Lanka have alcohol or drug addictions. As a result, they also suffer from a range of physical and mental health conditions including Hepatitis C and HIV.

Mechanisms that have been introduced to assist in reintegration include:

- Home leaves of 7-14 days for every prisoner at the end of their sentence. This has been successful and it is hoped that the scheme can be extended to allow one week a month in the last six months of the sentence.
- Sri Lanka does not have a comprehensive parole system, but there are some licensing arrangements for the supervision of certain categories of offender.
- A number of work release programs operate.
- Some prisoners are allowed to return home on the condition that they undertake community work in places such as temples, churches, hospitals and aged care facilities.

Vietnam

Vietnam does not yet have a full parole system but does operate a number of other practices that are designed to recognize prisoners' rehabilitation, and also to assist their re-entry to the community.

Amnesty programs have become a regular event. The amnesty represents 'special leniency' by the state and the President can order the release of selected inmates to mark important historical events or major holidays. Since 2008 more than 60,000 inmates have benefited from amnesties.

Remission of sentences provides an incentive to good behavior and an opportunity for an earlier release. Policies and practices in relation to remissions have been rationalized since 2010, and more than 237,000 inmates have had sentences reduced.

In September 2011, the government issued a decree that sets out the responsibilities of departments, agencies and families in promoting reintegration. Vietnam has been 'selectively absorbing the experience of other countries' through APCCA and other forums. Based on this, a number of reintegration programs are being progressively developed. These initiatives are 'not only ensuring the better implementation of human rights but also the traditional clemency and humanity of the people of Vietnam. At the same time, they play an important role in stabilizing society and security.'



Australia

The presentation by Australia was given by the Northern Territory (NT) Department of Correctional Services (NTDCS), and focused on initiatives in the NT. The NT covers a vast geographical area but has a small population, many of whom are Aboriginal people living in remote and scattered communities. The NT's general population increased by 24% from 2001-2002 to 2012-2013 but the prison population increased by 120%.

The NT corrections system has undergone a great deal of change over recent years, with new legislation, a large new prison in Darwin, and the introduction of electronic monitoring. The new Darwin Correctional Centre has a capacity of 1048 and included a 30-bed mental health unit and a behavioural management facility. All facilities are now smoking-free.

The government has also set a target for Corrections to reduce recidivism by 20% by 2016. Key initiatives to improve services and outcomes include the following:

- A new classification and assessment system.
- Work camps are being opened in an attempt to improve offenders' prospects of successful reintegration. These are open-security facilities, generally within 10 kilometres of a town. To date, the work that has been undertaken out of these work camps has mainly been community/reparation work. However, at one of the work camps, 15-20% of the prisoners are now engaged in actual paid employment and others are working with NGO's. Some training opportunities are also available.
- Under the 'Sentenced to a Job' scheme, arrangements have been made with a number of employers to employ prisoners on release. Preliminary data suggests that the scheme is successful; however, NTDCS recognizes that more needs to be done to make prisoners 'work ready' and to date only the small to medium sized companies have become involved in the program.
- Driver programs have been introduced to improve road safety, reduce the risk of people being continually convicted of driving offences, and to improve prisoners' employment prospects
- A range of new interactive learning tools have been introduced, with a special focus on Aboriginal language, cultural appropriateness and education levels. These cover a wide range of issues including practical matters such as workplace safety.

3. Conclusion

The conference theme was 'Enhancing Public Safety Through the Correctional Continuum'. This Agenda Item confirmed how far all countries have come in the past 15 years. Rather than being focused mainly on prison management, all countries now adopt a more holistic approach in which rehabilitation, reintegration and reduced recidivism are primary goals.

The 11 papers and presentations to the conference showed a rich variety of initiatives designed to enhance community safety and to improve the lives of offenders. Many of these have already been evaluated and shown to have been successful. Keys to success include



focusing on what happens after prison, not just what happens in prison; bringing together prison and community-based services in areas such as employment, education, accommodation and social skill development; good planning; intelligent targeting of resources; honest evaluations; and continual innovation.



CONFERENCE BUSINESS

INTRODUCTION

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

The Governing Board met on Sunday 7th September 2014 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 7th September 2014

One of the roles of the APCCA Secretariat is to administer the APCCA Fund, and this role is undertaken by the Hong Kong (China) branch. The Report of the APCCA Finance Committee is provided in *Appendix G*. The Report on the Administration of the APCCA Fund is at *Appendix F*.

Please note also the discussions under 'Governing Board Meeting' and 'First Conference Business Session' regarding membership of the Finance Committee.

GOVERNING BOARD MEETING

Sunday 7th September 2014

Under the terms of the *Joint Declaration*, the members of the Governing Board 2013-2014 consist of:

- 2014 host: Canada
- 3 immediate past hosts: India (2013); Brunei (2012) and Japan (2011)
- 2015 host: Thailand
- 4 elected members: Solomon Islands (elected in 2010); Thailand (2011); Australia (2012) and Malaysia (2013)
- 3 rotating members: China, Vietnam and Sri Lanka
- APCCA Secretariat: Hong Kong (China) and Singapore

Pursuant to the *Joint Declaration*, the Rapporteurs act as the Secretary to the Board.



1. Open and Welcome

Under the *Joint Declaration*, the Chair of the Governing Board is the Conference Host. The meeting commenced with a warm welcome from Commissioner Don Head, and introduction between members present.

The Board members thanked Commissioner Head for offering to host the conference in 2014 at short notice, and also to his staff for organising the conference within a tight time-frame in a very professional manner.

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 2013 – 2014. The Secretariat's report is included as *Appendix H* 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 (1st August 2013 - 31st July 2014)³⁰

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 in accordance with the Fund Administrator's Report (*Appendix F*). The position remains healthy.

Under the terms of the *APCCA Joint Declaration*, the financial statements of the APCCA Fund were certified by an accounting professional, and together with the APCCA Fund Administrator's Report, were presented to the Governing Board for endorsement before tabling at the Annual Conference.³¹

⇒ *The Governing Board thanked the Fund Administrator for the work done in managing and producing the financial statements. It resolved that the 'Report on the Administration of the APCCA Fund' be tabled to the conference.*

4. Governing Board Membership for 2014 – 2015

Clause 15 of the *Joint Declaration* provides that the membership of the Governing Board runs from the end of one conference to the end of the next conference.³² Clause 14 of

³⁰ Clause 30 of the *Joint Declaration* originally stated that "The financial year of the APCCA ends on 30 September". However, at the 2013 conference in India, Clause 30 was amended to: "The financial year of the APCCA ends on 31 July".

³¹ See Clause 32 of the *Joint Declaration* (as amended in 2013).

³² Clause 15 states: "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."



the *Joint Declaration* contains detailed rules relating to membership of the Governing Board.

(a) Host members and APCCA Secretariat members

Professor Morgan explained that under the terms of Clause 14, the following are members of the 2013-2014 Governing Board by virtue of their roles as hosts or Secretariat:-

- Canada (2014 host);
- India, Brunei and Japan (three immediate past hosts);
- Thailand (2015 host); and
- Hong Kong (China) and Singapore (joint APCCA Secretariat).

(b) Elected Members

Under Clause 14(b) of the *Joint Declaration*, elected members of the Governing Board step down after four years of service. The elected members for 2013-2014 were Solomon Islands (elected in 2010); Thailand (elected in 2011); Australia (elected in 2012) and Malaysia (elected in 2013). Solomon Islands would therefore step down as an elected member at the end of the 2014 conference.

Professor Morgan noted that during the 2014 conference, it would be necessary to choose a new elected member for the Governing Board.

(a) Rotating Members

Professor Morgan stated that the rotating members for 2014-2015 would be confirmed on Friday at the Second Business Session of the conference after the elected membership was finalised and all attendees were known.

The Board noted that clause 14(f) enabled the '*host of the next Annual Conference*' to be a Board member.³³ However, due to the complexity of organising and hosting APCCA, the Board was of the view that it would assist future hosts to be involved as Board members. It was suggested that the hosts of the next two conferences should be members. This would require an amendment to clause 14(f).

⇒ *The Board resolved:*

(a) 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; and

(b) to recommend:

- *that to assist future hosts, the membership of the Governing Board be extended to include the next two hosts; and*

³³ Clause 14(f) is distinct from clause 14(a).



- *that clause 14(f) of the Joint Declaration be amended to read: ‘the hosts of the next two Annual Conferences’.*

5. Future Hosts

The Board received confirmation that the following member countries will hosting the conference in the future:

- 2015 – Thailand
- 2016 – China
- 2017 – Fiji

⇒ *The Board expressed its great appreciation to Thailand, China and Fiji for offering to host APCCA in 2015, 2016 and 2017, respectively. The Board offered its best wishes and support to Thailand for 2015.*

6. Confirmation of APCCA members

The Board noted the following current APCCA members:

- Australia (all States and Territories),³⁴
- Brunei Darussalam,
- Cambodia,
- Canada,
- China,
- Hong Kong (China),
- Macao (China),
- Fiji,
- India,
- Indonesia,
- Japan,
- Kiribati,
- Republic of Korea,
- Malaysia,
- Mongolia,
- New Zealand,
- Philippines,
- Singapore,
- Solomon Islands,
- Sri Lanka,
- Thailand,
- Tonga, and
- Vietnam.

³⁴ Namely, Australian Capital Territory, New South Wales, Northern Territory, Queensland, South Australia, Tasmania, Victoria and Western Australia.



7. Appointment of Rapporteurs

The appointment of the Rapporteur is governed by Clauses 25 – 27 of the *Joint Declaration*. The appointments of Professor Neil Morgan and Irene Morgan as Rapporteurs will expire with the production of the 2014 APCCA Report. In accordance with Clause 26, the Board recommended that the Rapporteurs' appointment be extended for two years (2015 and 2016). The Board thanked the Rapporteurs for their services, contribution and dedication to APCCA and for accepting to undertake another two-year term as Rapporteurs.

⇒ *The Board resolved to recommend to the Conference that Professor Neil Morgan and Irene Morgan's appointment as Rapporteurs be extended for two years (2015 and 2016).*

8. Appointment of Agenda Item Committee members

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

Members of the Governing Board were invited to volunteer as members of the Agenda Item Committee. Canada, China, Hong Kong (China), India, Malaysia, Singapore, Solomon Islands and Thailand offered to be members of the Agenda Item Committee.

The Board noted that member countries would need to submit their suggested topics to the Rapporteurs by 1pm on Tuesday 9th September. The Rapporteurs would then review all the suggested topics and make recommendations on the topics for Agenda Items 2 to 5 to the Agenda Item Committee members at a meeting on Wednesday 10th September.

9. Other business

There was no other business.

FIRST CONFERENCE BUSINESS SESSION

Monday 8th September 2014

For the First Business Session, Commissioner Don Head chaired the meeting and gave a warm welcome to all delegates and observers. The First Conference Business Session considered the following items:

1. APCCA Secretariat Report 2014

Mr SIN Yat-kin, Commissioner of Hong Kong Correctional Services Department, reported on the Secretariat's activities for the year 2013 – 2014. The Secretariat's report is included as *Appendix H* to this report.



⇒ *The Conference adopted the Report of the APCCA Secretariat and thanked Singapore for its continuing service as the APCCA Secretariat.*

2. Report by the Administrator of the APCCA Fund and Finance Committee

Mr Sin Yat-kin, Commissioner of the Correctional Services Department of Hong Kong (China) presented the Report of the APCCA Fund Administrator and the Report of the APCCA Finance Committee to the conference. The *Report by the Administrator of APCCA Fund 2013-2014* and the *Report of the APCCA Finance Committee* can be found in *Appendices F and G*.

⇒ *The Conference noted both reports and, with acclamation, thanked Hong Kong (China) for its continuing service as the APCCA Fund Administrator. The Report by the Administrator of APCCA Fund 2013-2014 and the Report of the APCCA Finance Committee can be found in Appendices F and G.*

3. Governing Board Membership for 2014 – 2015

The membership of the Governing Board was governed by Clauses 14 and 15 of the *Joint Declaration*. In particular, Clause 14 contains detailed rules relating to membership of the Governing Board.

The Board membership for 2014-2015 is as follows:

- 2015 host (and Chair): Thailand
- 2 future hosts – China (2016) and Fiji (2017).
- 3 immediate past hosts: Canada (2014); India (2013) & Brunei (2012)
- APCCA Secretariat: Hong Kong (China) & Singapore
- 4 elected members: Thailand (2011); Australia (2012); Malaysia (2013). *One vacancy.*
- 3 rotating members (subject to who is the new elected member): Solomon Islands, New Zealand and Mongolia

The Rapporteurs act as Secretary to the Board.

⇒ *Members were invited to nominate to be an elected member, with an election to be held by ballot (if necessary) during the course of the conference. Final membership will be confirmed at Second Business Session on Friday.*

Professor Morgan explained that currently, under Clause 14(f), the Board membership included the '*host of the next Annual Conference*'. To assist future hosts, the Board recommended:

- that membership of the Board be extended to include the next TWO hosts; and
- that Clause 14(f) of the *Joint Declaration* be amended accordingly to read: '*the hosts of the next two Annual Conferences*'.



⇒ *The Conference was requested to consider the proposed amendment during the conference week so that a final decision could be made at the Second Business Session on Friday.*

4. Future Hosts

Commissioner Don Head advised that the Governing Board had received confirmation that the following member countries will hosting the conference in the future:

- 2015 – Thailand
- 2016 – China
- 2017 – Fiji

⇒ *Commissioner Head formally thanked Thailand, China and Fiji for offering to host APCCA in 2015, 2016 and 2017, respectively.*

5. Confirmation of APCCA members

Please see the minutes of the Governing Board meeting above and www.apcca.org for the list of APCCA members.

6. Appointment of Rapporteurs

Commissioner Don Head explained that the appointment of the Rapporteur was stipulated in Clauses 25 to 27 of the *Joint Declaration*.

The appointment of Professor Neil Morgan and Irene Morgan as the Rapporteurs was due to expire after the production of the Conference Report. In accordance with Clause 26, the Governing Board recommended that their appointments be extended for two years (2015 and 2016).

⇒ *The Conference thanked Professor Neil Morgan and Irene Morgan for their work and endorsed the Board's recommendation that their appointments as Rapporteurs be extended for two years (2015 and 2016).*

7. Appointment of Agenda Item Committee members

The role of the Agenda Item Committee is to consider topics for Agenda Items 2 to 5 for the next conference at a meeting held on Wednesday 10th September. The committee's role is to report back to the *Second Conference Business Session* on Friday, with its recommendations.

Canada, China, Hong Kong (China), India, Malaysia, Singapore, Solomon Islands and Thailand were nominated to be members of the Agenda Item Committee.

⇒ *Delegates were invited to nominate as members of the Agenda Item Committee.*



⇒ *Delegates were requested to submit their topic suggestions to the Rapporteurs by 1pm on Tuesday 9th September.*

8. Other business

There was no other business.

SECOND CONFERENCE BUSINESS SESSION

Friday 12th September 2014

1. Future Hosts

- 2015: Thailand
- 2016: China
- 2017: Fiji

2. Governing Board members for 2014 - 2015

⇒ *The Conference adopted the proposed amendment to Clause 14(f) of the Joint Declaration discussed at the first business session: ‘the hosts of the next two Annual Conferences’.*

As there was no nomination to fill the vacancy for an elected member, it was confirmed that the membership of the Governing Board for 2014 – 2015 was as follows:

- 2015 host (and Chair): Thailand
- Two future hosts: China (2016) and Fiji (2017)
- Three immediate past hosts: Canada (2014); India (2013) & Brunei (2012)
- Elected members: Thailand (2011); Australia (2012); Malaysia (2013).
- Three rotating members: Solomon Islands, New Zealand and Mongolia
- APCCA Secretariat: Hong Kong (China) & Singapore

The Rapporteurs act as Secretary to the Board.

⇒ *The Conference also agreed that the 2015 APCCA conference in Thailand would consider the optimal makeup of the Governing Board.*

3. Production of the Conference Report

The Rapporteurs will circulate the *Draft Report* in 2015. Members will have four weeks to submit their comments on the *Draft Report*. As with previous practice, the Rapporteurs will finalise the *Conference Report* with assistance from the Secretariat and the host. The *Final Conference Report* will be posted on APCCA website thereafter.



4. One Email Contact Point

Communication with member countries is done via the *One Email Contact Point*. To ensure effective communication, member countries were requested to check that their respective country's *One Email Contact Point* was up to date with the APCCA Secretariat.

5. Topics for Agenda Items in 2015

At the 2011 Conference, it was resolved:

- that Agenda Item One will be '*Challenges and Initiatives in Corrections*' and will be presented in a plenary session; and
- that there should be four other topics.

The following principles govern the selection of the other topics:

- APCCA values (as reflected in the *Joint Declaration*)
- The 2011 Conference resolved that, subject to demand, there should be at least one topic from each of three core themes, namely:-
 - (a) Administration;
 - (b) Prison Operations and Security; and
 - (c) Throughcare and Reintegration
- Host's priorities
- Delegates' suggestions
- Regional diversity
- Avoiding undue repetition from recent years (for a list of topics discussed in previous years, please see www.apcca.org).

After analysing delegates' suggestions, the Rapporteurs recommended the following topics for APCCA 2015 in Thailand:

AGENDA ITEM	SUGGESTED TOPICS FOR 2015
Agenda Item 1	Challenges and Initiatives in Corrections
Agenda Item 2	Female offenders in prison and in the community (including the <i>Bangkok Rules</i>)
Agenda Item 3	Technology as a tool for delivering safe, effective and efficient correctional services (Discussing examples such as prison design and construction, contraband detection; security screening; movement control; staff and prisoner safety; electronic visits / consultations; and monitoring in the community.)
Agenda Item 4	Managing offenders with special needs who pose specific challenges (including security, safety and rehabilitation) and associated staff training requirements



Agenda Item 5	Opportunities for regional and international collaboration and learning (including foreign prisoner transfer; staff exchange and training programs; and correctional assistance to countries post-crisis)
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6. *Discussion Guide* for 2015

The Rapporteurs will prepare a *Discussion Guide* to assist delegates to prepare papers on the Agenda Item topics. The *Discussion Guide* will be emailed to members in April 2015. Delegates were requested to provide an up-to-date email addresses to the Secretariat.

7. Other business

There was no other business.



CLOSING CEREMONY

The Closing Ceremony was held in the Arburtus Ballroom. It commenced with a bagpiper leading the procession consisting of Professor Neil Morgan, Ms Irene Morgan, Ms Pornpitr Norapoompipat, Mr Shri Radhakrishna Kini and Commissioner Don Head, to the stage.

Commissioner Head delivered a closing speech. He sincerely thanked his staff for their hard work and commitment to CSC, as well as their outstanding contributions to APCCA 2014 conference organisation and management. He also thanked the APCCA Secretariat (Hong Kong (China) and Singapore) and the Rapporteurs for their ongoing work in support of APCCA itself and for the assistance they had provided to Canada for APCCA 2014. He then thanked the previous and future hosts. Commissioner Head said he looked forward to seeing many of the delegates again in Thailand in 2015, but noted that some were likely to retire or move to other positions in the interim. He made particular mention of the contributions that Mr Sin Yat-kin, Commissioner of the Hong Kong Correctional Service, had made to APCCA over the years, and wished him well in his retirement. By way of thanks, Commissioner Head presented a number of commemorative plaques.

The Rapporteurs, Neil and Irene Morgan, then delivered a closing speech in which they reflected on the transformation of APCCA during the 15 years of their involvement with the conference. They noted not only the growth of APCCA in both size and relevance, but also the evolution of APCCA's organisational structure from an informal grouping of interested people to a well-governed and financially sound organisation. They also noted that the focus of conference discussions has changed, moving away from a narrow focus on prison management to broader issues, including community corrections and public safety. Finally, they observed that regional leadership and collaboration in corrections has blossomed (evidenced, for example, by the development of the Bangkok Rules for the treatment of women offenders). Overall, they remarked, APCCA has maintained its traditions but has also become more mature, confident and relevant.

On behalf of all members and delegates, the Rapporteurs paid special tribute to Canada, not only for hosting APCCA 2014 in the beautiful city of Victoria, but also for offering to do so at short notice and so soon after hosting APCCA in 2010. They expressed that the unique friendships and relationships between APCCA members have added immensely to the professional value of the conference and have also made members willing to share experiences and offer support to each other. The Rapporteurs also paid particular tribute to Mr Sin Yat-kin, the retiring Commissioner of the Hong Kong Corrections Service. They said Mr Sin was a consummate professional who clearly had the support, respect and affection of his staff, and who had also helped steer APCCA to its strong position.

Special thanks were also given to the Guard of Honour in their role during the Opening and Closing Ceremonies, the Liaison Officers for performing beyond their call of duty in helping the delegates during the conference week, to Ms Melissa Leroux for her role as the conference photographer and for taking such beautiful photographs, and to the officers at



William Head Institution. Delegates also showed their sincere appreciation to Ms Tracie Noffle and Ms Sonam Dolma for all the work they had done over the past few months which ensured the success of the conference.

Ms Pornpitr Norapoompipat delivered a speech and showed a short video presentation. She thanked Canada for hosting APCCA 2014 and warmly invited delegates to attend the 2015 conference in Thailand. Thailand has always been a strong supporter of APCCA and she said they were looking forward to hosting it again (having last hosted in 2001). Ms Norapoompipat noted that Thailand was proud of having sponsored the *Bangkok Rules* and said that they looked forward to sharing their experiences in the treatment of women offenders at the 2015 conference.

Commissioner Head thanked Ms Norapoompipat and formally ‘handed over’ the APCCA symbols to her to signify the commencement of Thailand as the host for APCCA in 2015.

The Closing Ceremony concluded with the bagpiper leading the procession from the stage.



Appendix A - APCCA Joint Declaration 2002 (as amended)

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

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

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

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

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

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

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

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

Do hereby declare as follows:-

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

Definitions

2. For the purpose of this Joint Declaration:-
 - (a) *“Annual Conference”* means the Annual Conference referred to in Paragraph 7;
 - (b) *“APCCA Fund”* means the APCCA Fund referred to in Paragraph 28;
 - (c) *“APCCA Secretariat”* means the APCCA Secretariat referred to in Paragraph 19;



- (d) “*Finance Committee*” means the Finance Committee referred to in Paragraph 22;
- (e) “*APCCA Fund Administrator*” means the APCCA Fund Administrator referred to in Paragraph 31;
- (f) “*Governing Board*” means the Governing Board referred to in Paragraph 13; and
- (g) “*Rapporteur*” means the Rapporteur referred to in Paragraph 24.

Scope of activities

- 3. For the purpose stated in Paragraph 1, the APCCA will carry out the following:
 - (a) To organise conferences, seminars and workshops;
 - (b) To promote co-operation and collaborative initiatives between members in areas of common interest;
 - (c) To promote staff exchanges and study visits;
 - (d) To promote best practices;
 - (e) To compile regional correctional statistics; and
 - (f) To conduct any other activities as approved by the Governing Board and/or the Annual Conference.

Membership

- 4. Membership of the APCCA will be confined to the government agencies and departments responsible for prison or correctional administration within the Asia-Pacific Region.
- 5. A territory or an area of a sovereign state may participate in the APCCA on its own, subject to the consent of the sovereign state and the endorsement of the Governing Board.
- 6. Membership in the APCCA entitles a member to vote and to be elected to office.

Organisation

- 7. There will be an Annual Conference. The host state, territory or area will be responsible for all the activities in the organisation of this Conference.
- 8. The Annual Conference will be held at such time and place as the Governing Board may determine in consultation with the Annual Conference host.
- 9. The Annual Conference will be the ultimate authority to govern the affairs of the APCCA, and may issue guidelines to the Governing Board and the APCCA Secretariat for the operation and management of the APCCA.
- 10. The Annual Conference has the power to:
 - (a) set policies on directions, programs, 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 hosts of the next two Annual Conferences.³⁵

³⁵ The original *Joint Declaration* was signed in 2002 in Bali, Indonesia (see APCCA Report of 2002), including the original wording of Clause 14. However at the 2004 conference in Singapore, Clause 14(f) was inserted stating: "(f) *Next host membership* – the hosts the next Annual Conference" as member of the Governing



15. The Governing Board will hold office from the conclusion of the Annual Conference at which its composition is confirmed until the conclusion of the next Annual Conference.
16. The Governing Board will meet at least once a year at such time and place as the Board Chair may determine.
17. Five Governing Board members will constitute a quorum for the meetings of the Governing Board. The Governing Board will operate by consensus. Where consensus is not reached, decisions of the Governing Board may be made by a simple majority vote of the members present. Each member, regardless of whether he serves on the Governing Board in more than one capacity, will have one vote. The Board Chair will abstain from voting unless there is a tie.
18. The Governing Board may transact business by means other than meetings and a decision by a simple majority of its members will be valid.
19. There will be an APCCA Secretariat to provide support services to the APCCA and to the Governing Board.
20. The APCCA Secretariat will:
 - (a) be a focal contact point between the APCCA and its members, and between the APCCA and other individuals and organisations;
 - (b) maintain and distribute the APCCA materials and documents;
 - (c) publish and distribute the APCCA Newsletter;
 - (d) operate the APCCA web site;
 - (e) be the APCCA Fund Administrator;
 - (f) implement the resolutions and exercise such powers as authorized by the Annual Conference and/or the Governing Board; and
 - (g) serve as the secretary to the Governing Board meetings in case the Rapporteur is not available.
21. The Annual Conference will appoint one or two APCCA members to discharge the APCCA Secretariat functions. The appointment will be reviewed every two years.
22. There will be a Finance Committee comprising the APCCA Fund Administrator, the APCCA Fund Administrator, the current conference host, the two immediate prior hosts, and the two immediate future hosts.³⁶ 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.

Board (please see APCCA Report of 2004 for the amendments made). Clause 14(f) was then amended at the 2014 conference in Canada to include the hosts of the next two Annual Conferences.

³⁶ The membership of the *Finance Committee* was amended in 2012 in Brunei Darussalam. The original wording regarding membership was: “*There will be a Finance Committee comprising the APCCA Fund Administrator and two other APCCA members appointed by the Annual Conference.*”.



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 31 July.³⁷
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 financial statements of the APCCA Fund will be certified by an accounting professional and, together with the APCCA Fund Administrator's Report, will be

³⁷ As amended in India in 2013. The previous wording of Clause 30 was: *'The financial year of the APCCA ends on 30 September'*.



presented to the Governing Board for endorsement before tabling at the Annual Conference.³⁸

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.

³⁸ As amended in New Delhi, India in 2013. The previous wording of clause 32 was: *"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."*



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 Unity³⁹

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

³⁹ The *APCCA Song* was created by Malaysia when it hosted the 28th APCCA in Langkawi, Malaysia in 2008.



Appendix C - Governing Board Membership

2014 – 2015

2015 host: ⁴⁰	Thailand (Chair)
2 future hosts: ⁴¹	China (2016) Fiji (2017)
3 immediate past hosts: ⁴²	Canada (2014) India (2013) Brunei Darussalam (2012)
4 elected members: ⁴³	Thailand (elected in 2011) Australia (elected in 2012) Malaysia (2013)
3 rotating members: ⁴⁴	Solomon Islands New Zealand Mongolia
APCCA Secretariat: ⁴⁵	Hong Kong (China) Singapore
Secretary: ⁴⁶	Rapporteurs

2013 – 2014

2014 host:	Canada (Chair)
2015 host:	Thailand
3 immediate past hosts:	India (2013) Brunei Darussalam (2012) Japan (2011)
4 elected members:	Solomon Islands (elected in 2010)

⁴⁰ See Clause 14(a) of the *Joint Declaration*

⁴¹ See Clause 14(f) of the *Joint Declaration* (as amended at the 2014 conference in Canada to include two future hosts).

⁴² See Clause 14(e) of the *Joint Declaration*.

⁴³ For Clause 14(b), the process is that elected members will step down after 4 years' service, but would be eligible for re-election. One vacancy was not filled at the 2014 conference in Canada.

⁴⁴ See Clause 14(d) of the *Joint Declaration*.

⁴⁵ See Clause 14(e) of the *Joint Declaration*.

⁴⁶ See Clauses 20 and 24 of the *Joint Declaration*.



	Thailand (elected in 2011)
	Australia (elected in 2012)
	Malaysia (2013)
3 rotating members:	China
	Vietnam
	Sri Lanka
APCCA Secretariat:	Hong Kong (China)
	Singapore
Secretary:	Rapporteurs

2012 – 2013

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



Appendix D - Conference Program 2014

Day 1 – Sunday, September 7, 2014			
Time	Program	Dress Code	Venue
12:00 – 18:00	Registration		Arbutus Foyer
14:30 – 15:00	Finance Committee meeting	Smart Casual	Songhees Suite
15:00 – 16:00	Governing Board meeting	Smart Casual	Songhees Suite
16:00 – 17:00	Facilitators and Summary Presenters meeting	Smart Casual	Songhees Suite
18:00 – 20:00	Welcome Reception	Smart Casual	Harbour Room

Day 2 – Monday, September 8, 2014			
Time	Program	Dress Code	Venue
08:00 – 09:00	Registration		Arbutus Foyer
09:00 – 10:30	Opening Ceremony Guest of Honour: Mayor Dean Fortin Group Photo	National Costume, Ceremonial Uniform or Business Attire	Arbutus Ballroom
10:30 – 11:00	<i>Health Break</i>		Arbutus Foyer
11:00 – 11:30	Business Session 1	Business Attire	Arbutus Ballroom
11:30 – 12:30	Agenda Item 1: Challenges and Initiatives in Corrections	Business Attire	Arbutus Ballroom
12:30 – 13:30	<i>Lunch</i>		Harbour Room
13:30 – 15:25	Agenda Item 1 (continued)	Business Attire	Arbutus Ballroom
15:25 – 15:45	<i>Health Break</i>		Arbutus Foyer
15:45 – 17:00	Agenda Item 1 (continued)	Business Attire	Arbutus Ballroom
Evening	At your own leisure		

Day 3 – Tuesday, September 9, 2014			
Time	Program	Dress Code	Venue
	Concurrent Breakout Sessions		
09:00 – 10:30	Agenda Item 2: early morning session	Smart Casual	Pacific Suite
	Agenda Item 3: early morning session	Smart Casual	Songhees Suite
10:30 – 11:00	<i>Health Break</i>		Arbutus Foyer
	Concurrent Breakout Sessions (continued)		
11:00 – 12:30	Agenda Item 2: mid-morning session	Smart Casual	Pacific Suite
	Agenda Item 3: mid-morning session	Smart Casual	Songhees Suite
12:30 – 13:30	<i>Lunch</i>		Harbour Room
	Concurrent Breakout Sessions (continued)		
13:30 – 15:00	Agenda Item 2: afternoon session	Smart Casual	Pacific Suite
	Agenda Item 3: afternoon session	Smart Casual	Songhees Suite
15:30 – 16:00	<i>Health Break</i>		Arbutus Foyer
16:00 – 16:30	Specialist Presentation: Leadership in Corrections (by Correctional Service of Canada Commissioner Don Head)	Smart Casual	Arbutus Ballroom
18:30 – 21:00	Welcome Dinner	Smart Casual	Blue Crab Seafood House



Day 4 – Wednesday, September 10, 2014			
Time	Program	Dress Code	Venue
09:00 – 10:30	Concurrent Breakout Group Sessions		
	Agenda Item 4: early morning session	Smart Casual	Pacific Suite
	Agenda Item 5: early morning session	Smart Casual	Songhees Suite
10:30 – 11:00	<i>Health Break</i>		Arbutus Foyer
11:00 – 12:30	Concurrent Breakout Group Sessions (Continue)		
	Agenda Item 4: mid-morning session	Smart Casual	Pacific Suite
	Agenda Item 5: mid-morning session	Smart Casual	Songhees Suite
12:30 – 13:30	<i>Lunch</i>		Harbour Room
13:30 – 15:00	Concurrent Breakout Group Sessions (Continue)		
	Agenda Item 4: afternoon session	Smart Casual	Pacific Suite
	Agenda Item 5: afternoon session	Smart Casual	Songhees Suite
15:00 – 15:30	<i>Health Break</i>		Arbutus Foyer
15:30 – 16:30	Agenda Committee Meeting	Smart Casual	Songhees Suite
Evening	At your own leisure		

Day 5 – Thursday, September 11, 2014		
Time	Program	Dress Code
08:00	Depart for William Head Institution AND Vancouver Island Regional Correctional Centre (VIRCC) OR Salvation Army Community Residential Facility	Casual
12:30 – 13:30	<i>Lunch at William Head Institution</i>	Casual
13:30 – 16:30	Continue tours of William Head Institution AND Vancouver Island Regional Correctional Centre (VIRCC) OR Salvation Army Community Residential Centre	
17:00	Return to The Delta Ocean Pointe Hotel	Casual
Evening	At your own leisure	

Day 6 – Friday, September 12, 2014			
Time	Program	Dress Code	Venue
	Free time		
13:30 – 14:30	Plenary Session – Summary Presentation on: <ul style="list-style-type: none"> • Agenda Item 2 • Agenda Item 3 • Agenda Item 4 • Agenda Item 5 [Each Summary Presenter has 10-12 minutes to deliver the presentation]	Business Attire	Arbutus Ballroom
14:30 – 15:00	Business Session 2	Business Attire	Arbutus Ballroom
15:00 – 16:00	Closing Ceremony	Business Attire	Arbutus Ballroom
19:00 – 22:00	Farewell Dinner	National Costume, Ceremonial Uniform or Business Attire	Harbour Room



Appendix E – APCCA Discussion Guide 2014



ASIAN AND PACIFIC CONFERENCE OF CORRECTIONAL ADMINISTRATORS

2014

British Columbia, Canada

CONFERENCE DISCUSSION GUIDE

Prepared by:
Professor Neil Morgan*
APCCA Rapporteur

*Inspector of Custodial Services, Level 5, Albert Facey House, 469 Wellington Street, Perth, Western Australia 6000; and Adjunct Professor of Law, the 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 2013 conference in Delhi, India selected the following topics for 2014.⁴⁷

AGENDA ITEM	TOPICS FOR 2014
Agenda Item 1	Challenges and Initiatives in Corrections ⁴⁸
Agenda Item 2	Looking to the Future: How can Correctional Services Departments achieve Efficiencies and Public Safety Outcomes by 2020?
Agenda Item 3	Training, Motivating and Developing Staff for their Changing Roles
Agenda Item 4	Taking Account of Age: Meeting the Challenges posed by: (i) Young Offenders; or (ii) Offenders who are Aged or Infirm
Agenda Item 5	Managing the Release of Prisoners and Engaging the Community: Options such as Pre-release Centres, Open Prisons, Home Detention and Aftercare

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. This is intended to help members prepare their papers and to allow delegates to 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 choose to provide papers only on selected topics.
- Please ensure that the papers are as succinct as possible. Generally, they should not exceed 15 pages in length per Agenda Item.
- Please ensure that the name of your country, the number of the Agenda Item and page numbers are included in the header or footer of the paper.

⁴⁷ The process is that delegates suggest topics for consideration by an Agenda Committee. That committee makes recommendations for endorsement by the full conference. The aim is to ensure a balance of topics each year, including at least one from each of the following categories: (i) Administration; (ii) Prison Operations and Custody; (iii) Rehabilitation, Treatment and Reintegration.

⁴⁸ This Agenda Item includes community corrections as well as prisons.



AGENDA ITEM 1: CHALLENGES AND INITIATIVES IN CORRECTIONS

PREPARING YOUR CONFERENCE PRESENTATION

The conference presentation is limited to 8 minutes per delegation. You should therefore be selective in what you choose to present.

It is recommended that in your presentation, you discuss either:

- (a) one or two key challenges or major policy initiatives; or
- (b) 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. 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. Legislative and Policy Framework

Papers presented to recent conferences have emphasised 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

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 unsentenced 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 concerns they have with respect to prison building 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

APCCA members are actively pursuing prisoner reintegration and alternatives to imprisonment. Delegates are therefore keen to learn about developments that are occurring across the region in '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.

If you operate community corrections as well as prisons: how many people are serving community corrections orders either as an alternative to imprisonment or following release from prison (eg on parole)?

Please outline any important recent trends or 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: LOOKING TO THE FUTURE: HOW CAN CORRECTIONAL SERVICES DEPARTMENTS ACHIEVE EFFICIENCIES AND IMPROVE PUBLIC SAFETY OUTCOMES BY 2020?

1. Introduction

At one time the role of prisons was mainly to maintain 'security' (protecting the community by preventing escapes and stopping contraband entering the prison) and 'control' (maintaining prisoner discipline and preventing acts of disorder). Security and control remain paramount but all countries also now expect an 'outcome focus', with the key objective being improved public safety and reduced crime. In countries which operate community based corrections, this public safety focus applies not only to prisons but also to monitoring and supporting offenders in the community.

Strategies to improve public safety include: interventions in the community when an offender is not sent to prison (such as counselling and treatment for people on probation orders); interventions in prison (such as rehabilitation programs, education and practical preparation for release); and improvements to the way ex-prisoners are monitored and supported after they have been released (such as parole).

Many corrections departments, including Correctional Services Canada, are expected to achieve improved public safety outcomes with reduced budgets. New Zealand provides a good example with promising results. Its Corrections Department has the target of reducing recidivism by 25% from 2012 to 2017 without additional resources. It has been calculated that if a 25% reduction in recidivism can be achieved, this will lead to 18,500 fewer victims each year. The project is less than half way through but in late 2013 an independent evaluation by the New Zealand Auditor General concluded that there had already been a significant reduction in recidivism.⁴⁹

2. Targets and Budgets

What are your goals / targets with respect to improving public safety? Do you have timelines for achieving these targets?

Do you have targets for community based corrections as well as for prisons?

How do you set targets for specific prisons, and how do you measure their performance? (Note: in New Zealand and the United Kingdom, contracts for privately operated prisons sometimes include a bonus fee for reducing recidivism.)

What are your government's expectations with respect to expenditure and 'efficiencies'? Are you being expected to operate within existing budgets?

⁴⁹ 'Managing Offenders to Reduce Reoffending': <http://www.oag.govt.nz/2013/reducing-reoffending>



Have you needed to amend processes and models for allocating resources across your department in response to funding pressures?

3. Innovative Ways to Improve Efficiencies and Public Safety

The pressures to improve public safety and efficiencies present the opportunity for innovation and learning.

Please discuss examples where you have improved efficiencies within your organisation and whether public safety has been enhanced. Your examples may relate to prisons or to community corrections. Some may involve technology, some may involve reduced staffing levels, and others may involve 'new ways of doing business.'

Possible areas for discussion include:

- *Contracts with community groups and NGO's to provide a wider range of services in prisons and the community, including offender treatment programs, education and skill development. These contracts may include bonuses/incentives for achieving desired outcomes.*
- *Contracts for with the private sector to deliver services and bring innovation. These contracts might include the running of prisons or community justice services, or just the delivery of selected services (such as prisoner transport, prison gatehouse security or medical services). As with NGO's, these contracts may include bonuses/incentives for achieving desired outcomes.*
- *Staff costs are generally the single most costly budget item. Corrections is a human business, so technology can never replace people. However, there may well be efficiencies in up-skilling staff and in rationalising their deployment.*
- *Technology may be a means to reduce costs and enhance prison security (for example, electronic detection/alarm systems, GPS tracking of prisoners within a prison, detection of contraband such as drugs and mobile phones, and the use of 'Skype' or other technologies for family and official visits).*
- *Technology as a means to allow offenders to be monitored or tracked in the community (eg GPS tracking devices and other forms of surveillance).*
- *Technology as a means to drive effective prisoner assessment, program delivery and case management, and the efficient delivery of services.*

4. Conclusions

In order to assist delegates to understand best practices and to explore opportunities for future collaboration, please summarise:

- Key achievements in recent years and the reasons for success;
- Main areas of current concern; and
- Priorities and likely initiatives over the next five years.



AGENDA ITEM 3: TRAINING, MOTIVATING AND DEVELOPING PRISON STAFF FOR THEIR CHANGING ROLES

1. Introduction

As society develops and technology advances, and as prisons are expected to play a bigger role in prisoner rehabilitation and reintegration, the role of prison officers is changing. The changes and challenges include the following:

- Focus on rehabilitation as well as security and control;
- Ensuring prison officers are working within organisational values and goals, and are up-to-date with any changes to those values and goals;
- Higher levels of internal and external accountability;
- More contact with the public, requiring better 'customer service' skills;
- More complex prisoner needs; and
- Technological change.

These challenges need to be embedded in both the initial training offered to prison officers and in programs for existing staff.

It is recommended that you discuss either the motivation and training of new recruits or your processes for the development of serving officers.

2. Training and Motivating New Recruits

Everyone would agree that it is vital to get the right people recruited and to offer them the right training. Possible issues for discussion include the following:

What is your vision of the role of a prison officer in the 21st Century?

What qualifications do you require of people applying to be prison officers (for example, educational qualifications or employment experience)?

What are the basic training requirements for new recruits prior to them becoming serving prison officers?

Have your training programs changed over the past ten years? What have been the main changes?

How much of your basic training is dedicated to learning about security and control and how much is dedicated to learning about rehabilitation, reintegration and customer service?

How do you strike a balance between academic or 'desk-based' training and practical prison-based training experience?



3. Motivating and Developing Serving Officers

There are many reasons to have systems and processes in place for motivating and developing serving prison officers:

- Prison officers, like prisoners, spend their time in a closed environment. There is a very real danger that the workplace culture can become inward-looking, cynical, averse to outside scrutiny, and resistant to change.
- Even within one jurisdiction, very different cultures can be found at different prisons. Some differences are inevitable but all prisons should be aligned to organisational goals and values and following procedures.
- Prison officers may become so used to doing 'routine' activities that the job ceases to be interesting and they become complacent. This generates serious risks.
- Prison officers must be kept up-to-date with the changing risks, needs and expectations of the job.
- Even officers who are not seeking promotion need programs to motivate and develop them.
- Good development programs are an essential tool in identifying, nurturing and developing talent, and in preparing people to work in higher level positions.

What are the main challenges you face in motivating and developing serving prison officers? Please describe any specific programs or initiatives.

How do you seek to identify, nurture and develop talented people to work in higher positions?

What opportunities exist for prison officers to work across the organisation? (For example, if you operate community corrections / parole systems, are there opportunities for prison officers to work in these areas? Or are there opportunities for officers to work in 'head office'?)

Have you entered any partnerships with other law enforcement agencies (such as police) to share skills, resources and learning?

Have the Internet, and the advent of 'remote' or 'on-line' learning, assisted the development and delivery of programs?

4. Conclusions

In order to assist delegates to understand best practices and to explore opportunities for future collaboration, please summarise:

- Key achievements in recent years and the reasons for success;
- Main areas of current concern; and
- Priorities and likely initiatives over the next five years.

**AGENDA ITEM 4:****TAKING ACCOUNT OF AGE: MEETING THE CHALLENGES POSED BY (i) YOUNG OFFENDERS;
OR (ii) OFFENDERS WHO ARE AGED OR INFIRM****1. Introduction**

At recent APCCA conferences, many countries have reported that they have more elderly offenders, some of whom are physically or mentally infirm. Some delegates have also reported a growing concern with the number of young offenders.

Please discuss either young offenders or aged or infirm offenders.

There are no uniform definitions for what is meant by an 'aged' offender or a 'young' offender, and definitions may vary between countries. However, it is recommended that *papers prepared for this Agenda Item should examine practices and initiatives for offenders under the age of 28 or above the age of 55 (see below).*

2. Young Offenders

Young offenders fall into two main age groups; 'juveniles' and 'young adults'. 'Juvenile' offenders are not regarded as adults. In many parts of the region, this group comprises young people under the age of 18. Juvenile offenders will often be dealt with by different courts from adults and will often be the responsibility of a government department that is separate from corrections, such as a 'child welfare' agency. However, in some places, including parts of Australia, juvenile justice is now the responsibility of the corrections department.

'Young adult offenders' are dealt with by adult courts (in many parts of the region this means they are over 18 years of age) but are still relatively young. It is generally recognised that while these offenders are adults, they have very different needs from older prisoners. It is also recognised that there are risks of 'contamination' if younger cohorts mix with older groups. Importantly, there is a growing body of evidence to suggest that people tend to be less impulsive and to be capable of more rational decision making by their late 20's. For these reasons, some jurisdictions have developed programs specifically to address the needs of young adult prisoners. Some of these initiatives are geared to people aged 18 to 21, others target a wider age group of 18 to 24, or even 18 to 28 year-olds.

Is juvenile justice the responsibility of the corrections department in your country or of a different government department?

Does your country have increasing numbers of juvenile and young adult offenders? What are the reasons for this?

How do you manage young adult offenders in your prison system? Do they have separate facilities or are prisoners of different ages mixed together?



Please describe initiatives to target young offenders and to reduce their risks of re-offending. These may involve 'diversion' and 'prevention' in the community as well as prison-based programs. [For example, do you have programs to meet the training, education and life skills needs of young people? And how do you maximize the services of NGO's in prison and the community?]

As the Bangkok Rules emphasise, female offenders face different issues from males. Have you developed programs to meet the specific needs of young female offenders?

3. Aged or Infirm Offenders

It is generally acknowledged that prisoners tend to show their age more than other members of society. This is often due to lifestyles, substance abuse, poor health, and lower socio-economic status. Life expectancy also differs across the region. However, 'aged' prisoners are often defined to mean people 55 years old or more.

Some prisoners aged over 55 will be physically fit, well able to look after themselves, and capable of being managed alongside other prisoners. However, some will be physically or mentally infirm. Furthermore, prisoners, like the general population, are living longer and a significant number of older prisoners have been given sentences that mean they will spend the rest of their lives in prison.

Does your country have increasing numbers of aged offenders? What are the reasons for this?

Do you have purpose-built facilities to cope with the needs of aged prisoners? How do they differ from general prison facilities and how are they staffed?

Is training provided to prison officers to give them the skills required to care for aged and infirm prisoners?

Do you expect other prisoners to help take care of aged or infirm prisoners? If so, do you provide them with training?

Please discuss any programs you have developed to help aid the reintegration of aged prisoners into the community.

4. Conclusions

In order to assist delegates to understand best practices and to explore opportunities for future collaboration, please summarise:

- Key achievements in recent years and the reasons for success;
- Main areas of current concern; and
- Priorities and likely initiatives over the next five years.

**AGENDA ITEM 5:****MANAGING THE RELEASE OF PRISONERS AND ENGAGING THE COMMUNITY: OPTIONS SUCH AS PRE-RELEASE CENTRES, OPEN PRISONS, HOME DETENTION, PAROLE AND AFTERCARE****1. Challenges**

Many prisoners find it difficult to return to the community. Prior to their time in prison, many of them were not functioning well in society and during their time in prison, they may have become even more socially isolated. There is a real risk that on release they will return to bad habits and bad company.

It is widely acknowledged that the provision of psychological ‘treatment programs’ in prison may help reduce the person’s risk of further offending but programs alone are insufficient. Prisoners also need to be given opportunities for education and for acquiring real world employment skills. In addition, to encourage offenders to desist from offending, it is helpful if they have support and supervision on release, including help with housing, employment, budgeting and relationships. Furthermore, the pace of change in the modern world is so fast that even a period of three years or less in prison can see prisoners ‘fall behind’ in terms of technology and wider societal experiences and expectations; prisoners need to be prepared for such challenges.

For all of these reasons, it is important to examine ways to ease the person’s gradual, safe, supervised transition to the community. This cannot be a task for corrections or government agencies alone: it will require innovative engagement with a whole range of service providers from the community and private sectors.

Please showcase one or two initiatives which have been designed to better manage the release of prisoners. Please also provide any evidence as to the success of these initiatives and the reasons for that success. Note: examples of successful contracts or other forms of engagement with NGO’s and with community and volunteer groups will be of particular interest.]

2. Initiatives

There are two main levels at which there may be interventions to assist the prisoner’s safe release and to promote community engagement. Some are prison-based but involve prisoners being given increasing trust and freedom. Others involve the support and monitoring of people after their release from prison.

(a) Prison Based Initiatives

In the case of ‘prison based’ initiatives, the person is still a prisoner serving time in a custodial institution. However, he or she spends a good deal of time out of the prison. Examples of this which have been mentioned at recent APCCA conferences include the



'Open Prisons' which exist in India and the 'Pre-release Centres' and 'Work Camps' that exist in some parts of Australia.

These initiatives differ in name and operational detail between countries but they share some common features. In essence, during their time out of the prison, the prisoners will be undertaking positive activities to prepare them for release or to make amends to the community. Some activities involve education and training and some will involve unpaid community work. In some countries, selected prisoners are even able to undertake paid employment during the day on condition that they return to prison at night. Their wages are used to offset the costs of imprisonment.

A number of other prison based initiatives exist too. For example, in order to promote family bonding and reconnection, some countries facilitate conjugal visits or family 'stopovers' in the prisons. Other jurisdictions do not allow such visits but will permit selected prisoners to undertake periods of 'home leave' prior to release.

(b) Community Based Monitoring and Support

Offenders can be supervised, monitored and supported in a number of ways on release. Many countries have implemented parole systems under which people are released subject to a range of conditions which are monitored by a Parole Board. These conditions commonly include a requirement to report regularly to a parole officer, to undertake treatment programs, to stay away from particular people or places, and to be regularly drug tested.

Home detention generally involves a higher level of monitoring, whereby offenders are required to be at home except at specified times and for specified purposes.

'Aftercare' has traditionally been seen as something which is 'voluntary' (in other words it is something prisoners can access if they want). However, Singapore has recently introduced a new 'compulsory aftercare' scheme designed to improve the transition of higher risk offenders.

Modern technology also opens up new opportunities in the form of GPS tracking devices and other forms of surveillance.

4. Conclusions

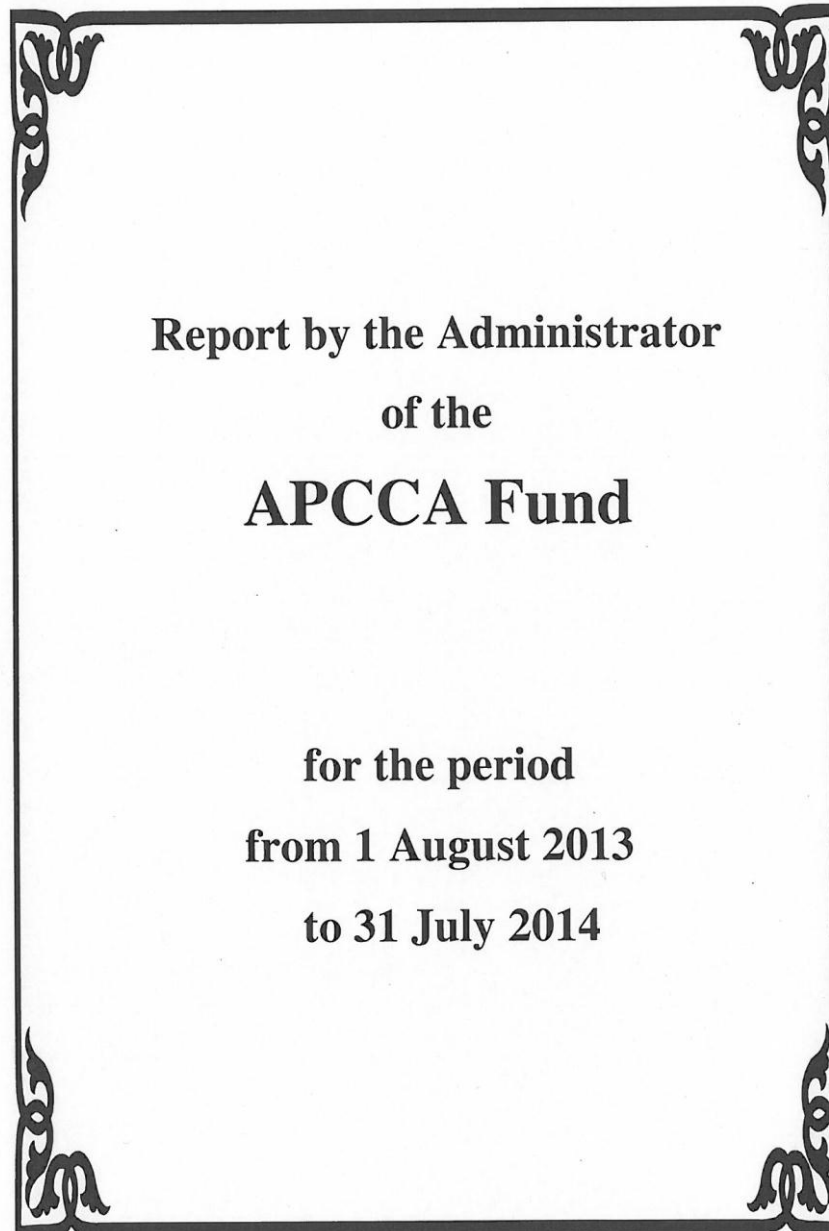
In order to assist delegates to understand best practices and to explore opportunities for future collaboration, please summarise:

- Key achievements in recent years and the reasons for success;
- Main areas of current concern; and
- Priorities and likely initiatives over the next five years.



Appendix F – Report of the APCCA Finance Committee 2014

**Report by the Administrator of the APCCA Fund
(1st August 2013 to 31st July 2014)**





**Report on Administration of
Asian and Pacific Conference of Correctional Administrators Fund
for the period from 1 August 2013 to 31 July 2014**

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 has been appointed as the Administrator of the Fund since its establishment in December 1997, and an account has been opened in the name of APCCA with the Hongkong and Shanghai Banking Corporation Limited. 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.

As agreed in the 33rd APCCA Conference held in India in September 2013, Clauses 30 and 32 of the Joint Declaration have been amended to as follows:

Clause 30

The financial year of the APCCA ends on 31 July.

Clause 32

The financial statements of the APCCA Fund will be certified by an accounting professional and, together with the APCCA Fund Administrator's Report, will be presented to the Governing Board for endorsement before tabling at the Annual Conference.

It has also been agreed at the 33rd APCCA Conference that the following new arrangement for payment of Rapporteurs' expenses would take effect from 20 September 2013:

- the APCCA Fund would directly reimburse the Rapporteurs' airfares; and
- the host will remain responsible for the Rapporteurs' accommodation costs.

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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

During the 33rd APCCA Conference held in India from 22 to 27 September 2013, the Conference noted that the financial position of the APCCA Fund was healthy.

The following payments for expenses charged to the Income and Expenditure Statement for the year ended 31 July 2013 were made in August 2013:

- US\$162 paid to Quirk Pte Ltd of Singapore for the ongoing development and maintenance of the APCCA website;
- US\$6,250 paid to the Rapporteur for honorarium for 2012-13; and
- bank charges of US\$96 for above payments.

For the year ended 31 July 2014, a total of US\$16,960 agreed contributions were received. In addition, a total amount of US\$7,250, being voluntary contributions by Australia (Capital Territory), Australia (Northern Territory), Fiji, Macau (China), Mongolia, Solomon Islands, Thailand and Vietnam were received. Thus, total contributions received amounted to US\$24,210. Total expenditure was US\$15,580 and included the following:

- US\$530 and US\$373 paid in November 2013 and July 2014 respectively to Quirk Pte Ltd of Singapore for the maintenance of the APCCA website;
- US\$8,021 paid to the Rapporteur in December 2013 for reimbursement of airfares;

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- US\$155 paid to Singapore Prison Service in July 2014 for maintenance of the APCCA website;
- US\$6,250 to be paid to the Rapporteur for honorarium for 2013-14
- bank charges of US\$67 and US\$184 for contributions received and payments through telegraphic transfer respectively.

After taking into account bank interest income of US\$2, there was a surplus of US\$8,632 for the year. With a balance of US\$162,431 brought forward from the previous year, the Fund had an accumulated surplus of US\$171,063 as at 31 July 2014. Apart from the receipt of contribution of US\$2,992 (remittance of US\$3,000 less bank charges of US\$8) from Japan, there was no movement in the Fund between 31 July 2014 and the date of this report. The financial statements were properly prepared and confirmed to have shown truly and fairly the income and expenditure of the fund for the period between 1 August 2013 and 31 July 2014 by the Senior Treasury Accountant attached to the Hong Kong Correctional Services Department. Please refer to the attached financial statements for details.

Vote of Thanks

I wish to express my appreciation to those jurisdictions that have contributed to the Fund over the years. Members' support will place the APCCA on a much firmer footing than it has ever been in the past. I sincerely hope that members will continue their support to the APCCA Fund in future years by contributing generously.

(SIN Yat-kin)

Commissioner of Correctional Services, Hong Kong
and

APCCA Fund Administrator

18 August 2014



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**Asian and Pacific Conference of Correctional Administrators (APCCA) Fund
Balance Sheet as at 31 July 2014**

	Note	2014	2013
Assets		US\$	US\$
Cash at bank	1	174,321	164,947
Contribution receivable	2	2,992	3,992
Interest receivable		<u>0</u>	<u>0</u>
		177,313	168,939
 Liabilities			
Accounts payable	3	<u>6,250</u>	<u>6,508</u>
Net assets		<u>171,063</u>	<u>162,431</u>

Representing

Accumulated fund:

Accumulated surplus

(i) As at beginning of the year	162,431	155,091
(ii) Surplus for the year	<u>8,632</u>	<u>7,340</u>
	<u>171,063</u>	<u>162,431</u>

I certify that the financial statements are properly prepared and show truly and fairly the income and expenditure of the fund for the period between 1 August 2013 and 31 July 2014.

(FUNG Bing-sum)
Senior Treasury Accountant
Hong Kong Correctional Services Department
18 August 2014



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**Asian and Pacific Conference of Correctional Administrators (APCCA) Fund
Income and Expenditure Statement
for the period from 1 August 2013 to 31 July 2014**

Income	Note	2014 US\$	2013 US\$
Contributions Received	4		
Planned Contributions Received (see Annex I)		16,918	20,921
Additional Contributions Received (see Annex II)		<u>7,225</u>	<u>8,925</u>
Total Contributions Received		24,143	29,846
Add: Interest Income	5	<u>2</u>	<u>1</u>
Total Income		<u>24,145</u>	<u>29,847</u>
Less : Expenditure	5		
Honorarium to APCCA Rapporteur	6	6,250	6,250
Subsidy to the host countries		0	8,000
Revamping of APCCA website		0	7,861
Rapporteurs' airfares to attend Meeting	7	8,021	0
Ongoing development & maintenance of APCCA website	8	1,058	162
Handling charges for telegraphic transfer/bank draft	9	<u>184</u>	<u>234</u>
Total Expenditure		<u>15,513</u>	<u>22,507</u>
Add : Other Comprehensive Income		<u>0</u>	<u>0</u>
Net Surplus		<u><u>8,632</u></u>	<u><u>7,340</u></u>



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Notes

1. Cash at bank represents the balance as at 31 July 2014.
2. Contribution receivable

The following contribution was received after the close of the financial year:-

<u>Jurisdiction</u>	<u>Amount</u> US\$	<u>Date of Banking</u>
Japan	2,992	15.08.2014

3. Accounts payable US\$

Honorarium to Rapporteur for the year 2013-2014 6,250
4. Contributions are accounted for on accrual basis.
5. Expenditure and interest income are accounted for on accrual basis.
6. The amount represents the honorarium to APCCA Rapporteur, Mrs. Irene Morgan for the year 2013-2014. 6,250
7. The amount represents the reimbursement of airfares to APCCA Rapporteurs to attend Meeting. 8,021
8. The expenditure on ongoing development and maintenance of APCCA website includes payment to the following:
 - Quirk Pte Ltd 903
 - Singapore Prison Service 155
 - 1,058
9. Handling charges for telegraphic transfer/bank draft includes bank charges for payments of the following:
 - reimbursement of airfares to Rapporteurs in 2013 40
 - ongoing development and maintenance of APCCA website 144
 - 184
10. Certain comparative figures have been restated to conform with the current year's presentation.



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Annex I

Planned Contributions Received (2014)

Jurisdiction	Recommended Minimum Contribution (US\$)	(a) Contribution Received (US\$)	(b) Bank Charges (US\$)	(c) = (a) - (b) Actual Amount Received (US\$)	Received on
Australia					
New South Wales	1,000.00	975.00	-	975.00	11.02.2014
Victoria	1,000.00	975.00	-	975.00	02.04.2014
Western Australia	1,000.00	1,000.00	-	1,000.00	19.02.2014
Brunei	1,000.00	1,000.00		1,000.00	22.04.2014
Canada	3,000.00	3,000.00	-	3,000.00	26.03.2014
Hong Kong (China)	1,000.00	1,000.00	-	1,000.00	12.02.2014
Japan	3,000.00	3,000.00	8.40	2,991.60	15.08.2014
Korea	1,000.00	1,000.00	8.40	991.60	22.05.2014
New Zealand	3,000.00	3,000.00	8.40	2,991.60	18.02.2014
Singapore	3,000.00	1,010.00	8.39	1,001.61	26.02.2014
To be confirmed	-	1,000.00	8.40	991.60	24.02.2014
Total	18,000.00	16,960.00	41.99	16,918.01	



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Annex II

Voluntary Contributions Received (2014)

Jurisdiction	(a) Contribution Received (US\$)	(b) Bank Charges (US\$)	(c) = (a) - (b) Actual Amount Received (US\$)	Received on
Australia				
Australian Capital Territory	275.00	-	275.00	07.03.2014
Northern Territory	975.00	8.39	966.61	03.04.2014
Fiji	1,000.00	8.39	991.61	13.02.2014
Macau (China)	1,000.00	-	1,000.00	23.04.2014
Mongolia	1,000.00	-	1,000.00	12.03.2014
Solomon Islands	1,000.00	8.40	991.60	29.04.2014
Thailand	1,000.00	-	1,000.00	10.04.2014
Vietnam	1,000.00	-	1,000.00	26.03.2014
Total	7,250.00	25.18	7,224.82	



Appendix G – Report of the APCCA Finance Committee 2014

Songhees Room, Delta Victoria Ocean Pointe Hotel (1430 hrs on 7 September 2014)

Present

Mr. SIN Yat-kin, Hong Kong (China)
Mr. Haji Zainal bin Haji Ismail, Brunei
Mr. Shri S. Shuresh KUMAR, India
Mr. Don HEAD, Canada
Mr. GAO Zebo, China
Ms. Pornpitr NORAPOOMPAT, Thailand

Recorder

Mr. NG Chiu-kok, Hong Kong (China)

In Attendance

Ms. Tae SUGIYAMA, Japan
Ms. Warangkana THAMMA, Thailand
Ms. Pimporn NETRABUKKANA, Thailand
Mr. Shri Radhakrishna Kini, India

APCCA Fund Administrator's Report

This report covers the period from 1 September 2013 to 31 July 2014.

A total of US\$16,960 agreed contributions have been received.

Voluntary contributions amounting to US\$7,250 have also been received from Australia (Capital Territory), Australia (Northern Territory), Fiji, Macau (China), Mongolia, Solomon Islands, Thailand and Vietnam.

Total contributions received are therefore US\$24,210.

Total expenditure is US\$15,580 covering (i) Honorarium to APCCA Rapporteur; (ii) Rapporteurs' airfares to attend the annual conference; (iii) ongoing development and maintenance of APCCA website; and (iv) telegraphic transfer/bank draft handling charges.

With reference to Clause 32⁵⁰ of APCCA Joint Declaration, the financial statements of the APCCA Fund were certified properly prepared and confirmed to have shown truly the income and expenditure of the fund for the period between 1 August 2013 and 31 July 2014 by the Senior Treasury Accountant attached to the Hong Kong Correctional Services Department. The financial

⁵⁰ The financial statements of the APCCA Fund will be certified by an accounting professional and, together with the APCCA Fund Administrator's Report, will be presented to the Governing Board for endorsement before tabling at the Annual Conference.



statements and the Fund Administrator's Report will be tabled to the coming Governing Board and the Annual Conference.

Any Other Business

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 H – APCCA Secretariat Report (October 2013 – September 2014)

This report briefly informs members of the work done by the APCCA Secretariat during the period between October 2013 and September 2014.

Background

2. The APCCA Joint Declaration provides for the establishment of the APCCA Secretariat (hereafter referred to as the Secretariat) to provide support services to the APCCA and to its Governing Board. The main duties of the Secretariat are to serve as a focal point between the APCCA and its members, and between the APCCA and other individuals and organizations; produce the APCCA newsletter and operate the APCCA website; implement the resolutions and exercise such powers as authorized by the Annual Conference and / or the Governing Board; and serve as the APCCA Fund Administrator.

3. The Hong Kong Correctional Services Department (HKCSD) and Singapore Prison Service (SPS) were appointed by the APCCA at its 21st Annual Conference in 2001 to co-serve as the Secretariat for a term of two years. At the 23rd, 25th, 27th, 29th, 31st and 33rd Annual Conference held in 2003, 2005, 2007, 2009, 2011 and 2013 respectively, the appointment was renewed for a total period of twelve years till 2015.

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 18 jurisdictions participated in the 33rd Annual Conference held in New Delhi, India in 2013. Over the past one year, the Secretariat has maintained close contact with the Correctional Service of Canada and the Rapporteurs to assist in the organization of the 34th Annual Conference.

6. Efforts have been made by the Secretariat to compile correctional statistics from the member countries. This year, 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 34th Annual Conference.



8. At the 31st 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 in September 2014, all of the 30 member jurisdictions have provided their contact details to APCCA Secretariat (Hong Kong).

APCCA Newsletter Production

9. The APCCA Newsletter is a bi-annual publication for the purpose of sharing and learning amongst correctional counterparts in Asia and Pacific region. SPS had taken up the production work since assuming duties as the APCCA Secretariat in 2001 and has since developed its in-house capabilities for the task. The 36th and 37th editions of the newsletter were themed “Challenges and Opportunities in Working with Service Providers, Vendors and Outsourced Partners” and “Specialized Training for Correctional Staff”. Five APCCA member jurisdictions responded to the first call for articles in March and seven jurisdictions responded to the second call for articles in July for these Newsletter editions. In these two editions of the newsletter, they contributed insightful pieces on their experiences working with collaborative partners and the diverse range of training programmes which address the multi-modal facets of correctional service.

10. The themes of next year’s newsletter will be “Enhancing Efficiency and Effectiveness in Corrections” and “Community Corrections”. The Secretariat thanks all members for their contributions to the newsletter and looks forward to members’ continued support in the upcoming issues. We also hope that all members will leverage on this newsletter as a medium to share their knowledge and expertise, as well as update all other members of the developments in your organization.

APCCA Website

11. The aim of the APCCA website is to facilitate better sharing of information amongst members and promote a wider exposure of the APCCA to the global community. With the setting up of the APCCA Secretariat in 2001, SPS was given the responsibility of maintaining and supervising the APCCA website and has been doing so since October 2002. Since 2012, the layout and aesthetics of the APCCA website were improved, and a restricted access repository was created to enable APCCA members to share information and materials amongst themselves. It acts as a one-stop portal for all relevant information, such as points of contact, correctional statistics, conference resources and newsletter publications.

Concluding Remarks

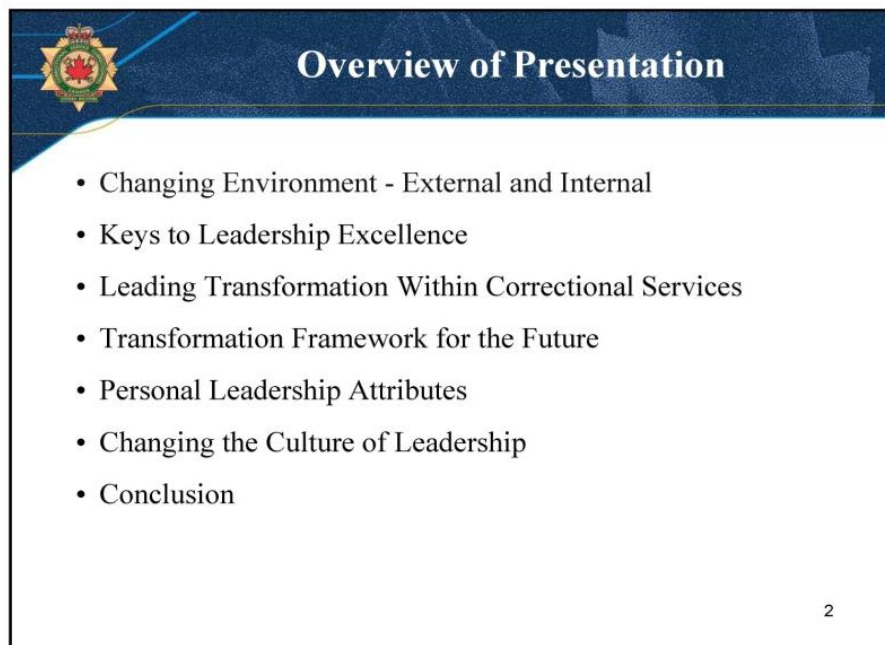
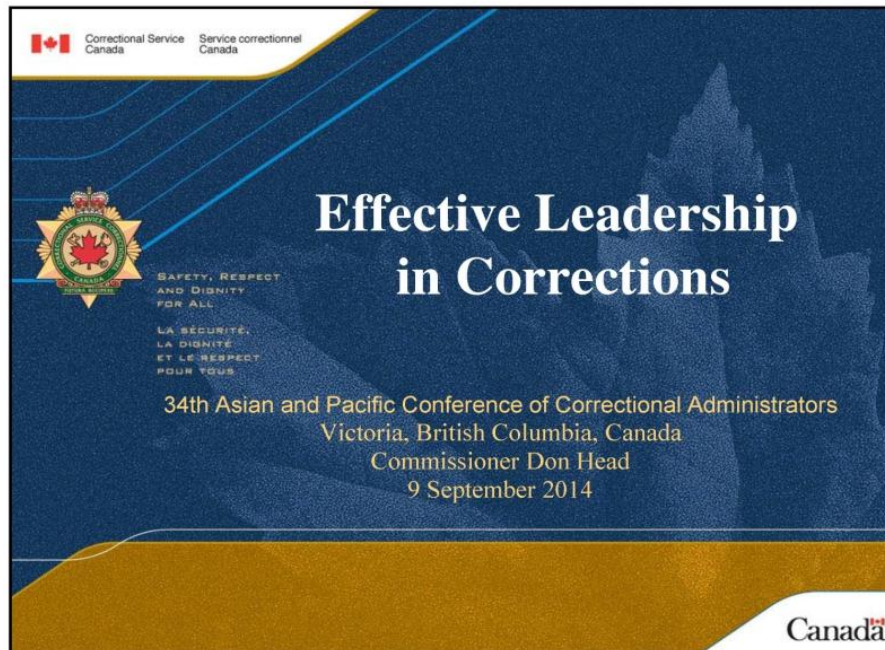
12. On behalf of the APCCA community, the Secretariat wishes to thank the Rapporteurs, Professor Neil Morgan and Ms Irene Morgan for their selfless contributions to our community. Their precious time and efforts are much appreciated.




13. The Secretariat will also take this opportunity to thank all APCCA members for their contributions and support for its work in the past year, and looks forward to the continued support in the upcoming years.

APCCA Secretariat
September 2014

Appendix I - Specialist Presentation on “Effective Leadership in Corrections” by Mr Don Head, Commissioner of Correctional Service of Canada





Changing Environment

- Government Priorities
- Public Trust and Accountability
- Population Demographics
- Global Financial Situation and Government Budgets
- Competing Priorities
- Technological Change
- Crime Statistics
- Offender Population Needs
- Changing Profile of the Staff


3



Keys to Leadership Excellence



4



Leading Transformation Within Correctional Services

- Leadership at the National, Regional and Local level are key to the transformation of correctional services in any country
- Defining a vision and strategy that we will advance the agenda across a country is key to developing an effective correctional system and producing good public safety results for citizens
- Engagement with politicians is key to achieving buy-in for the changes being pursued
- Liaison and coordination with the community, criminal justice and national security partners, NGOs and other stakeholders
- Defining policies and ensuring consistent approaches with the law, fundamental justice and the duty to act fairly are important roles
- Oversight, performance monitoring and ensuring consistency in key areas are essential activities

5



Transformation Framework For the Future

- 8 steps are key to achieving the transformation needed:
 - Creating a Sense of Urgency
 - Forming a Guiding Team to Lead the Change
 - Developing the Vision and Strategy
 - Communications for Understanding and Buy-In
 - Empowering Others to Achieve the Goals
 - Producing Short-Term "Wins"
 - Staying the Course
 - Creating a New, Sustainable Culture

6



Personal Leadership Attributes

- P - Personal approach to engaging and leading others
- E - Empathy is keying to winning the hearts and minds of staff
- O - Observant leaders see things others do not see
- P - Professionalism is a cornerstone to effective leadership
- L - Listening leaders seek to understand before responding
- E - Empowering others is a key attribute of successful leaders

7



A Simple Formula

P. E. O. P. L. E.

8



Ongoing Oversight and Monitoring

- Leadership and changing a culture requires establishing and maintaining an effective monitoring and oversight process
- The monitoring and oversight processes need to not only identify progress against plans and priorities but to identify gaps and action plans to close those gaps
- Monitoring needs to occur at the local, regional and national level in order to identify successes and areas for improvement at the earliest opportunity possible
- Ongoing engagement with staff at the frontline level will help ensure that the culture is changing and the desired results are being achieved within the organization

9



Conclusion

- Leadership is critical to the successful implementation of a correctional system in any jurisdiction
- Successful leadership is guided by a framework that consistently guides actions and decision-making
- National, regional and local leadership play a key role in defining a vision, strategies, obtaining staff buy-in and commitment, developing partnerships, and liaising with key stakeholders
- National, regional and local leaders have a significant and ongoing role to play guiding culture change and monitoring progress and initiating actions to address areas for improvement

10



Thank You

Thank You for Your Attention

“Changing Lives, Protecting Canadians”

Don Head

Commissioner of Corrections

Correctional Service Canada

Don [.A.Head@CSC-SCC.GC.CA](mailto:Don.A.Head@CSC-SCC.GC.CA)

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Appendix J - Map of Canada



Official Photographs

















