



37th Asian and Pacific Conference of Correctional Administrators

CONFERENCE REPORT 2017



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**5 November - 9 November 2017
NADI, REPUBLIC OF FIJI**

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Please note: The *Appendices* referred to in this Conference Report are provided in a separate document, together with some additional photographs.

The following matters are available at <http://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

1. Introduction to the 37th APCCA

(a) Conference Host and Venue

This is the official report of the proceedings of the 37th Asian and Pacific Conference of Correctional Administrators ('APCCA') held at the Sofitel Fiji Resort and Spa, Denarau, Nadi, Fiji from Sunday 5th November to Thursday 9th November 2017. The conference was generously hosted by the Government of Fiji and the Fiji Corrections Service. Many Fijian officials at all levels and from different parts of Fiji also attended and participated in the conference.

Fiji first attended APCCA in 1981 and hosted the conference in Suva in 1985. Over the years, Fiji has been a strong supporter of APCCA, and this is the second time that it has hosted APCCA. It was attended by 82 delegates from 22 nations and territories in the Asian and Pacific region including Australia, Bangladesh, Canada, China, Hong Kong (China), Macao (China), Fiji, India, Indonesia, Japan, Kiribati, Republic of Korea, Malaysia, Mongolia, Papua New Guinea, Philippines, Singapore, Solomon Islands, Sri Lanka, Thailand, Vanuatu, and Vietnam.¹

The conference was attended by the Chief Executives, Commissioners or Director Generals (the Heads of Delegation) and a number of senior officers with the specialist knowledge and experience in the topics that were presented and discussed during the conference week. Representatives from the *United Nations and Far East Institute for the Prevention of Crime and the Treatment of Offenders* ('UNAFEI') and the *International Committee of the Red Cross* ('ICRC') also attended the conference.

The Republic of Fiji is one of the most stunningly beautiful countries in the world. It is an archipelago of more than 330 islands in the South Pacific Ocean, of which 110 are permanently inhabited, and more than 500 islets, amounting to a total land area of about 18,300 square kilometres. Fiji is one of the first places in the world to see the new day and is situated about 1,100 nautical miles (2,000 km) northeast of New Zealand's North Island.



Map of Fiji

¹ Please see <http://www.apcca.org/library.php> for a list of countries in the Asian and Pacific region that have attended APCCA since 1980.

Fiji has one of the most developed economies in the Pacific due to an abundance of forest, mineral, and fish resources. Today, the main sources of foreign exchange are its tourist industry and sugar exports. It also exports garments, gold, fish, and mineral water.

The total population is about 899,000 consisting of native Fijians (53%), Indo-Fijian (42%) and small groups of Europeans, Chinese and other minorities. The people of Fiji with its diversity of cultures all come together as 'Fijians'. Most of the people speak the three official languages – English, Fijian and Fiji-Hindi.

Suva, the capital city, serves as Fiji's principal cruise port. About three-quarters of Fijians live on Viti Levu's coasts, either in Suva or in smaller urban centres like Nadi Town (tourism industry) or Lautoka City (sugar cane industry).

Fiji's culture is a rich mosaic of indigenous Fijian, Indo-Fijian, Asian and European traditions, comprising social community, language, food (coming mainly from the sea, plus cassava, *dalo* (taro) and other vegetables), costume, belief systems, architecture, arts, craft, music, dance, and sports. *Kava* (also called *yaqonga* or grog) is a huge part of Fiji culture. Another national icon is the *Tabua* (which is polished and shaped whales' teeth) which are highly valued items used in diplomatic meetings as the highest form of respectful gift.

The national sport of Fiji is considered to be Rugby Union. However, rugby league and soccer (football) is also widely played. Recently, there has also been growing support for netball.

(b) Conference Theme and Logo

Recently, the Fiji Corrections Service ('FCS') revised its vision, mission and values to meet the expectations of government. These include a reduction in recidivism and improved community safety by focussing on the rehabilitation of inmates:

- *Vision:* To effectively rehabilitate all inmates to become law abiding citizens who contribute positively to Fiji.
- *Mission:* To positively restore lives.
- *Values:* Family, Integrity, Loyalty, Honesty, Empathy, Leadership.

Rehabilitation has largely dominated the work of the FCS, and runs parallel to its security function. It constitutes one of the three-pronged roles of the FCS in the form of *Change*, amid *Safety and Security*, and *Care*. Consequently, the FCS has succeeded in reducing the recidivism rate and improving staff culture/professionalism. However, it recognises that it still faces significant challenges.

The prison environment aims to encourage positive changes in behaviour and attitude, provide good social examples, challenge of offending behaviour and promoting self-esteem and encouraging inmates to take responsibility for their actions. The upbringing of an inmate's spiritual life is also an essential part of the rehabilitation program.

Since the introduction of the *Yellow Ribbon Program* in 2008 in which rehabilitation became the key focus of the organisation, the FCS launched its first *Rehabilitation Policy* in 2017.² In essence, the *Rehabilitation Framework* consists of four streams:

- Phase 1: Spiritual Intervention (spiritual and psycho-educational programs)
- Phase 2: Behavioural Intervention (therapeutic programs)
- Phase 3: Recovery Skills Training (recruiting and upskilling processes)
- Phase 4: Retention (reintegration process with handover to the community)

The *Yellow Ribbon Program* is based on a model that was developed in Singapore³ and was launched in October 2008.⁴ The yellow ribbon motif is drawn from the song “*Tie a Yellow Ribbon Round the old Oak Tree*”.⁵ Three lines from the song sums up the helplessness of the offender and his need for forgiveness from family and the community:

*I’m really still in prison and my love,
She still holds the key,
A simple yellow ribbon’s what I need to set me free.*

The *Yellow Ribbon Program* assisted with the rehabilitation of the prisoners and the overall improvement of prisons. Rehabilitative opportunities (such as instruction in farming techniques and industry skills, literacy courses, spiritual counselling and education on alcohol and drug abuse) are provided under the program. The program addresses the country’s social and economic problems such as unemployment, poverty eradication and the poor literacy rate amongst adults who offend.



Fiji: The annual Yellow Ribbon Walk

Various public activities have been organised to create public awareness, community involvement and promotion of the program, including the annual Yellow Ribbon walk/run.

² Please see <http://www.corrections.gov.fj/wp-content/uploads/2017/05/FCS-REHABILITATION-POLICY.pdf> for a copy of the *Rehabilitation Policy*. See also N Morgan and I Morgan, *APCCA Report 2016*, at http://www.apcca.org/uploads/APCCA_Report_2016.pdf for more information about the Rehabilitation Framework under Agenda Item 4.

³ For more information about the *Yellow Ribbon Project*, please see N Morgan and I Morgan, *APCCA Report 2015* at http://www.apcca.org/uploads/APCCA_Report_2015.pdf.

⁴ The program was launched in Fiji by Mr Desmond Chin who was then the head of the Singapore Corporation of Rehabilitative Enterprise. Mr Chin is currently the Commissioner of the Singapore Prison Service.

⁵ The song tells the story of a prisoner who sought assurance from his wife that, on his release, she would still want him to be part of her life. He wrote to her, saying that if she was still interested, she could let him know by tying a yellow ribbon on the oak tree in the city square. On his homecoming, to the ex-convict’s relief, there were hundreds of yellow ribbons on the tree.

These activities raise awareness on giving ex-inmates a second chance at life and their successful re-integration into the community.

Therefore, it is no surprise that the conference theme “*Leadership in Rehabilitation*” was chosen as it reflects FCS’ focus on rehabilitation.



Conference logo and theme

As stated by Commander Francis Kean, the Commissioner of Corrections:

“The call to leadership in correction/prison operations has never drawn louder. We as Correction/Prison Officers must carry the mantle of leading rehabilitation and ensuring that we win the hearts and minds battle of those under our care. A whole nation approach is key however we must take those first steps in leading rehabilitation.”

The logo consists of two symbols:

- The *Takia* (Fijian canoe) represents the exceptional skills and knowledge in navigating the Pacific region. It recognises the capacity to record, collate, adapt and adopt jurisdictional practices for implementation and dissemination.
- The *ocean* symbolises power, strength and stability. It constantly connects the deep entrenched bond and spirit that exists between the Pacific Islands brothers and sisters, and reminds them that they are never alone.

(c) New APCCA members – Bangladesh and Vanuatu

On Monday 6th November 2017, a momentous event occurred during *Business Session One* when Bangladesh and Vanuatu became APCCA members. Bangladesh was represented by Brigadier General Syed Iftekhar Uddin, Inspector-General of Prison, Bangladesh Jail. Vanuatu was represented by Mr Johnny Jimmy Marango, Director, Vanuatu Correctional Services.

The formal membership process occurred when Brigadier General Syed Iftekhar and Mr Marango signed the registration documents which was witnessed by the Conference. Both were warmly welcomed to the APCCA family by all the delegates.

(d) Prison Visit

Visits to correctional institutions are 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.

Fiji's first prison was established in Levuka in 1874 and it was managed by the police force by a gaoler, a warder and a police sub-inspector as a 'place to detain, punish and deter those who were sentenced from re-committing an offence'.⁶ However, over the past few years, as discussed above, the Fiji Corrections Service has changed that view to be a place where offenders are rehabilitated so that they can change for their betterment and that of the community. Currently, there are 15 Corrections Centres in Fiji.⁷

On Wednesday 8th November 2017, delegates visited the new Lautoka Corrections Centre for women, which is located at Natabua, Lautoka (about 26 kilometres north of Nadi). During the visit, the facility was not operational. On 1st December 2017, the facility was commissioned by the Attorney-General and Minister for Economy, Public Enterprises, Civil Service and Communications, Aiyaz Sayed-Khaiyum.



*Lautoka Corrections Centre for Women
with the Attorney-General and General and Minister for Economy, Public Enterprises, Civil Service and
Communications, Aiyaz Sayed-Khaiyum (right) and Commissioner Francis Kean (centre)*

The Lautoka Corrections Centre is Fiji's second corrections facility for women. The first correction centre for women is the Suva Women's Correction Centre, in Suva.⁸ Having a women's facility in Lautoka means that the female inmates will be able to receive support and maintain regular contact with their families, especially with their babies and children. Previously, all female inmates were accommodated at the Suva Women's Correction Centre which made it difficult for family visits and contact.

The FD\$5 million project to build Lautoka Corrections Centre reflects the Fiji Government's and the Fiji Corrections Service's overall commitment to ensure that the human rights of the women are protected by providing the best care for them during their incarceration. The facility contains:

- Dormitory-style accommodation for the women,
- K9 (canine/dog unit) and Emergency Control Unit,
- 6 new staff quarters,
- Supervisor Western Division Headquarters Building; and
- A Training Room/Chapel for the inmates.

⁶ See <http://www.fijitimes.com/story.aspx?id=330970> on "History of the prison system in Fiji" by the Fiji Times, 23 November 2015.

⁷ For information about each Corrections Centre, please see <http://www.corrections.gov.fj/institutions/>.

⁸ The Suva Women's Corrections Centre has 28 women (convicted and unconvicted), with 13 staff.

After the prison visit, delegates visited the Viseisei Village. They were given a traditional welcome by the villagers. Delegates enjoyed the traditional lunch and were entertained by the villagers with traditional dancing and singing. There were stalls showcasing handicrafts for purchase. Before returning to the hotel, the delegates visited Nadi.

The warmth and generous hospitality provided by the Fiji Corrections Service, the organising committee, the liaison officers and prison officers during the conference week reflected their commitment to their work in corrections and the success of the conference.

2. APCCA History and the *Joint Declaration 2002*

(a) History

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.

Between 1980 and 2017, APCCA met in numerous nations across the region: Australia (five times); Brunei Darussalam; Canada (three times); China (three times); Hong Kong (China) (three times); Fiji (twice); India (twice); Indonesia; Japan (three times); Republic of Korea (twice); Malaysia (three times); New Zealand (three times); Singapore; Thailand (twice), Tonga and Vietnam.

From 1980 to 1992, the conference was assisted by the Australian Institute of Criminology. From 1993 to 2002 it was assisted by the late Professor David Biles in a private capacity and from 1997 to 2002, Professor Neil Morgan worked with Professor Biles. In 2003, Professor Morgan and Mrs Irene Morgan were formally appointed as the Rapporteurs under the new *APCCA Joint Declaration 2002* (please see below).

(b) *APCCA Joint Declaration 2002*

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 and the *Joint Declaration* has been amended over the years.

As at November 2017, the APCCA members are Australia (all States and Territories), Bangladesh (joined during APCCA 2017), Brunei Darussalam, Cambodia, Canada, China, Hong Kong (China), Macao (China), Fiji, India, Indonesia, Japan, Kiribati, Republic of Korea, Malaysia, Mongolia, New Zealand, Papua New Guinea, Philippines, Singapore, Solomon Islands, Sri Lanka, Thailand, Tonga, Vanuatu (joined during APCCA 2017) 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 the *Administrator of the APCCA Fund*;
- Appointment and role of the *Secretariat*; and
- Appointment and role of the *Rapporteur*.

Since 2002, the Secretariat's position has been jointly held by Hong Kong (China) and Singapore. Hong Kong (China) was formally appointed as the Administrator of the APCCA Fund.

The roles of the Rapporteurs are also set out in the *Joint Declaration*. Professor Neil Morgan⁹ (who has been serving APCCA since 1997) and Mrs Irene Morgan¹⁰ (who has been serving APCCA since 2000) have been formally appointed as the Rapporteurs since 2003.

During APCCA 2010 in Vancouver, Canada, 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 Working Group met in Langkawi, Malaysia, in July 2011. During the 2011 conference in Tokyo, the findings and recommendations of the Working Group's report were accepted and put into action.¹¹

3. Traditions and the APCCA symbols

(a) Traditions

APCCA has several important traditions:

- It is unique because the annual conference is not open to general registrations but is strictly by invitation only by the host country to the chief executive officers of correctional departments in the Asia-Pacific region.
- There is no registration fee. Delegates pay for their travel and accommodation expenses.
- Host nations provide hospitality as well as logistical support and an appropriate venue.
- Each year, formal business meetings are held: Finance Committee, Governing Board, Business Sessions 1 and 2, and Agenda Topics Committee.
- Each year, several topics are presented and discussed by the delegates (see below).

⁹ The Inspector of Custodial Services for Western Australia (www.oics.wa.gov.au) and Winthrop Professor of Law at the University of Western Australia ('UWA'). Neil holds a First Class Honours degree in law from Oxford University, an MA in Criminology from Sheffield University, and a PhD (with Distinction) from UWA. He previously held academic posts at Essex University (UK) and the National University of Singapore and has received two Australian national teaching awards, one for teaching of Criminal Law, and one for contributions to Aboriginal legal education.

¹⁰ Prison and Legal Policy Consultant. Irene holds an Upper Second Class Honours degree in law from the University of Essex, UK, and a Master of Laws from the University of Western Australia ('UWA'). She previously held positions as Legal Policy Advisor (Western Australia Police); Principal Legislation Project Officer (Department of Health); Legal Research Officer (Parole Board and Mentally Impaired Accused Review Board of Western Australia), and senior law academic positions at the UWA. She has received an *Excellence in Teaching Award* from UWA.

¹¹ See N Morgan and I Morgan, *APCCA Report 2011* at <http://www.apcca.org/library.php?page=resources>.

- Production of the annual *Conference Report, Discussion Guide, APCCA Regional Statistics, Secretariat Report, Finance Committee Report, Report of the Fund Administrator, and Newsletters*. These are discussed below.

(b) APCCA Symbols



APCCA symbols: Fijian war club, Indian oil lamp, APCCA flag and APCCA song

APCCA has adopted a number of symbols that embody its enduring values and traditions:

- *A Fijian War Club*: Although a Fijian war club might appear to carry connotations of aggression and violence, its true significance is that it is a sign of peace, harmony and civilisation when it is surrendered to another person.
- *An Indian Oil Lamp*: The Indian brass lamp is a symbol of learning and enlightenment. In the context of APCCA, the lamp shines the pathway to the sharing of ideas and best practices in corrections amongst APCCA members.
- *APCCA Flag*: The flag was presented by the Corrections Bureau of Korea when it hosted the conference in 2005. It symbolises the long life and strength of APCCA.
- *APCCA Song*: At the 2008 conference in Malaysia, APCCA adopted a song composed by the Malaysian Prison Department entitled '*Togetherness in Unity*'. 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* for the lyrics).

4. The *Discussion Guide*, and Conference Papers and Presentations on Agenda Items 1-5

Each year, a number of topics are presented and discussed by the delegates during the conference. The topics are chosen at the preceding conference by an Agenda Topics Committee.¹² The Rapporteurs then write a detailed *Discussion Guide* on the various topics (see *Appendix E*) which is distributed to APCCA members a few months prior to the annual conference.

The *Discussion Guide* provides a structure and a series of suggested questions to assist member countries to write their papers and presentations. 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 for their presentations.

¹² Topics discussed at previous conferences are available at <http://www.apcca.org/library.php?page=resources>.

Topics for APCCA 2017:

For the 37th APCCA, the topics for Agenda Items 1-5 were:

- *Agenda Item 1:* Challenges and Initiatives in Corrections
- *Agenda Item 2:* Embracing technology in rehabilitation, prisoner management and prison design: striking the right balance between technology and people
- *Agenda Item 3:* Initiatives in community based sentences and post-release reintegration: what is working well, and how to engage with family and community
- *Agenda Item 4:* How to achieve efficiencies, cost savings and better outcomes in corrections or in prison industries/enterprises (including engagement with NGOs and private enterprise)
- *Agenda Item 5:* Best practice in caring for old aged offenders, offenders with dementia, and offenders with psychiatric conditions

All delegations at the 2017 conference made presentations to the whole conference on Agenda Item 1 on Monday 6th November. PowerPoint presentations and discussions on Agenda Items 2 and 3 were held in concurrent sessions on Tuesday morning 7th November. The same format applied for Agenda Items 4 and 5 which were held concurrently on Tuesday afternoon.

5. Specialist Presentations at APCCA 2017

The *United Nations Far East Institute for the Prevention of Crime and the Treatment of Offenders* ('UNAFEI') and the *International Committee of the Red Cross* ('ICRC') attended the conference as 'observers' as they are not APCCA members. UNAFEI and ICRC delivered specialist presentations during the conference week. In addition, the Fiji Corrections Service invited a number of guest speakers to deliver their presentations.

(a) Specialist Presentation by UNAFEI on 6th November 2017

On Monday 6th November 2017, Professor Koji Yoshimura and Professor Arisa Nagahama from UNAFEI delivered a joint presentation on the '*Mission and Future Challenges of UNAFEI*':¹³ Their presentation covered the following areas:

- UNAFEI's mission is to hold practical training courses and to establish global networks. The courses are conducted with the Japan International Cooperation Agency.¹⁴
- Fundamental principles of UNAFEI training: Practical, integrated and comparative approach with a focus on United Nations Standards and Norms.
- A summary of the various courses conducted at UNAFEI. Social and cultural activities are also organised for the participants including tours to Mount Fuji and Hiroshima.
- In August to September 2017, UNAFEI conducted an International Training Course on the '*Rehabilitation and Social Reintegration of Organised Crime Members and Terrorists*'. Detailed information was provided about the course structure which included lectures by experts, presentations by participants from several countries, and lectures by UNAFEI

¹³ For more information about UNAFEI, please see <http://www.unafei.or.jp/english/>.

¹⁴ For more information about JICA, please see <https://www.jica.go.jp/english/>.

professors. Group Workshops were also held. The participants compiled the results into a report, for publication by UNAFEI.

- The courses offered between May 2017 and February 2019 focus on drug crimes.

(b) Specialist Presentation by ICRC on 7th November 2017

On Tuesday 7th November 2017, Dr Shane Bryans¹⁵ and Ms Paula Milino¹⁶ delivered a joint presentation for the ICRC regarding its work with detaining authorities in the Asia and Pacific region:

- ICRC works with detaining authorities to protecting people deprived of their liberty. Guided by its Fundamental Principles, in particular humanity, impartiality, neutrality and independence, the ICRC has acted to improve the conditions of detention and treatment of people deprived of their liberty since 1870.

The ICRC's detention-related activities have progressively evolved from a monitoring role during armed conflicts to working with authorities on a broader range of activities identified during detention visits that seek to help individuals deprived of their liberty in a variety of places of detention.

- ICRC's Protection and Assistance activities in detention focus on: ending and preventing torture and other forms of ill treatment; ensuring that living conditions are decent; ensuring the physical and psychological integrity of detainees; restoring, maintaining and maximizing links between detainees and their relatives; and ensuring that detainees may exercise their rights and enjoy due process of law.
- ICRC identifies detainee needs, issues and challenges by: walking around prisons to observe conditions; holding interviews in private with detainees; and participating in confidential dialogue with detaining authorities. In 2016, ICRC made 4,825 visits to 1,649 places of detention holding 987,204 detainees and followed up 33,058 individual detainees.

On completion of visits to places of detention, the ICRC works confidentially with authorities to solve the humanitarian problems identified. A confidential talk occurs with the prison director at end of visit; a confidential report with recommendations is made to headquarters to develop dialogue on humanitarian issues; direct assistance to detainees and authorities is provided by ICRC to support in addressing immediate consequences of problems; and a structural approach at systemic level action is adopted by providing assistance to prevent the problems from re-occurring again by supporting work which tackles causes.

Examples of ICRC work in detention include:

- Holistic assessment of needs and systems (such as overcrowding, food chain analysis);
- Technical support;¹⁷
- Health in detention (such as providing hygiene kits);

¹⁵ ICRC Regional Prison Adviser, Regional Prison System Adviser (South East Asia) based in Bangkok, Thailand.

¹⁶ ICRC Prison Systems Adviser based in Yangon, Myanmar.

¹⁷ Such as training, systems, legislation, tools, conferences, study tours.

- Water and habitation;¹⁸
- Restoring family links;¹⁹ and
- Judicial and procedural safeguards (such as paralegal tools).

(c) Specialist Presentation by guest speakers on 9th November 2017

On Thursday 9th November 2017, there were presentations by the following specialists on the application of the two topics in Fiji:

- *'Promoting Public Safety and Effective Management of Sex Offenders in the Community'* by:
 - Mr Patrick Castellan, Deputy Regional Representative, Office of the United Nations High Commissioner for Human Rights;²⁰
 - Mr Isikeli L Sauliga, Deputy Commissioner of Police, Fiji Police Force; and
 - Mrs Elenani Vuru, Senior Psychologist, Fiji Corrections Service
- *'Restorative Justice – Tool for Effective Rehabilitation'* by:
 - Ms Salote Kaimacuata, Child Protection Specialist, United Nations International Children's Emergency Fund (Pacific);²¹
 - Reverend Dr Val Ogden, Director, Pacific Theological College, Suva; and
 - Chief Correction Officer Mr Aisea Vucago, Legal Officer, Fiji Corrections Service.

6. Conference Report, APCCA Regional Statistics and Newsletters

One of the most important traditions of APCCA has been the production of the annual **Conference Reports**, the writing of which is the responsibility of the Rapporteurs (Professor Neil Morgan and Irene Morgan). The *Conference Reports* are a specialist report, not just a summary record of the conference, in that they contain a thematic analysis of the matters raised in the various agenda items. These Reports have been used by University academics for teaching and research purposes.

Another important aspect of APCCA's functions is the publication of the **APCCA Regional Statistics**. The Secretariat (Hong Kong (China) branch) is responsible for circulating data request forms to members, for collating the responses, and for compiling and presenting the results.

In addition, **Newsletters** are produced bi-annually by the Singapore branch of the APCCA Secretariat. Member countries are invited to submit articles on selected topics, for publication on the website.

¹⁸ Such as building design, access to water, improve ventilation and sewerage, construction of kitchens, school rooms and clinics.

¹⁹ Such as facilitating family contact (paying travel expenses for families, distributing Red Cross Messages, facilitating phone calls).

²⁰ For more information about OHCHR, please see <http://www.ohchr.org/EN/pages/home.aspx>. Mr Castellan is based in Suva, Fiji.

²¹ For more information about UNICEF (Pacific), please see <https://www.unicef.org/pacificislands/>.

The *Conference Reports*, *Regional Statistics* and *Newsletters* are the most comprehensive source, sometimes the only source, on diverse correctional areas (they are available at <http://www.apcca.org/library.php#page=resource>).

These documents are invaluable for the following reasons:

- They are used in various academic institutions and organisations, including United Nations affiliated bodies, in publications, teaching and research on correctional trends and issues.
- They provide useful research, training and educational tools.
- Some countries translate the Conference Reports that deal with the agenda items, for local use.
- Countries which are unable to attend the conferences also make use of these documents.
- The APCCA Regional Statistics provide 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.
- Over the years many delegates have commented on the value of the Conference Reports as a resource in developing correctional policies, laws and practices and in influencing government decisions.

OPENING CEREMONY

The Official Opening Ceremony was held on Monday 6th November 2017 at the Plenary Room, Sofitel Fiji Resort and Spa. The ceremony commenced with the Garlanding of the Chief Guest, the Honourable Mr Sharvada Sharma, Solicitor-General and Permanent Secretary for Civil Aviation, Acting Permanent Secretary for Justice and Anti-Corruption, and Acting Permanent Secretary for Communications and Information Technology.

All delegates stood to attention whilst the national anthem was played followed by the APCCA Song “*Togetherness in Unity*”. This was followed by the traditional procession of the APCCA symbols onto the stage by the Guards of Honour.



Guards of Honour with the APCCA symbols



The Honourable Mr Sharvada Sharma

The Honourable Mr Sharvada Sharma delivered a speech to welcome all delegates to Fiji and to formally open the conference.

In the evening, a Welcome Cocktail was held. Commissioner Francis Kean warmly welcomed all delegates to the conference and to Fiji. Music was provided by the Fiji Corrections Service Band. A group of male and female dancers who wore traditional outfits, performed several traditional dancing and singing.

Delegates had the opportunity to interact with one another, to renew friendships and to connect with new ones. At the conclusion of the traditional performance, the delegates proceeded to the beach front where they watched the spectacular fire walking feat by the Beqa Firewalkers.

Overall, it was a wonderful, captivating and thrilling start to the conference week that was enjoyed by everyone.

AGENDA ITEM 1:

Challenges and Initiatives in Corrections

1. INTRODUCTION

This agenda item is held in full plenary session every year. It plays a central role in APCCA proceedings and history:

- It gives all countries, large or small, equal standing to share information about the challenges they face and their efforts to address those challenges.
- It allows cross-jurisdictional learning on areas of common importance.
- It gives continuity to the APCCA knowledge base and long term understanding.

Agenda Item 1 always reveals a wide range of issues, which reflect the region's cultural, economic and socio-political diversity, as well as different traditions in corrections. For example, this conference was attended by five of the world's ten most populous nations (Bangladesh, China, India, Indonesia and Japan) as well as by small Pacific island nations (Fiji, Kiribati, Solomon Islands and Vanuatu). Some APCCA members, including Hong Kong (China), Macao (China) and Singapore are small but densely populated. Some, such as Canada, Australia and Mongolia, are large land masses with widely scattered populations outside the main cities. On the other hand, others, including Fiji, Kiribati, Papua New Guinea, Solomon Islands and Vanuatu, have small populations separated by vast expanses of ocean.

APCCA's member countries are also at different stages of economic development. Every year, the United Nations produces a list of countries based on its '*Human Development Index*'. Whilst this only takes account of selected socio-economic and political measures, several APCCA members are in the top 20% while others are in the bottom 20%.²²

Despite this diversity, correctional administrators face many common themes. There is no doubt that APCCA has been a strong and positive influence on improving correctional services.

It is impossible here to cover every issue raised in the papers and presentations. They run to hundreds of pages, and provide a rich source of information. This review outlines the main issues identified by each country, and concludes by reflecting on the conference theme '*Leadership in Rehabilitation*'.

2. ISSUES AND POLICY INITIATIVES

Fiji, the host, gave the first presentation. The presentations then continued in alphabetical order.

²² See <http://hdr.undp.org/en/statistics/>.

FIJI

In Fiji, the Fiji Correctional Service ('FCS') is responsible for corrections.

A new *Corrections Act* came into force in June 2008. This embeds a focus on rehabilitation and reintegration, and aims to encourage self-respect and personal responsibility on the part of prisoners. It also aims to improve transparency, accountability and ethical behaviour.

FCS revised its vision, mission and values to meet the expectations of government. These include a reduction in recidivism and improved community safety:

- *Vision*: to effectively rehabilitate all inmates to become law abiding citizens who contribute positively to Fiji.
- *Mission*: to positively restore lives.
- *Values*: Family, Integrity, Loyalty, Honesty, Empathy, Leadership.

By focusing on the core components of security, safety and throughcare, FCS has started to reduce recidivism and also to improve staff professionalism. However, it still faces significant challenges. Its paper to this conference identified three main challenges: overcrowding, sexual offences and young offenders.

The biggest single issue is rising prisoner numbers and increased overcrowding. From 2013 to 2017, the number of admissions to prison doubled. The prison system is operating well above approved capacity and overcrowding is particularly severe in some of the prisons.

FCS has identified three key strategies to tackle the problem: a poverty alleviation program; the development of improved early release programs; and the establishment of the CARE network, including a Yellow Ribbon project. FCS acknowledged the particular assistance of Singapore in developing these concepts.

Like many countries, Fiji has a growing number of sex offenders, many of whom have committed offences within the family. Because they have offended within the family, they pose particular challenges in terms of rehabilitation and reintegration. Strategies to address this problem include a Christian and psychological focus, treatment programs delivered by uniformed officers, and requiring sex offenders to serve their full sentence in maximum security prisons.

The number of offenders aged under 25 is increasing in Fiji. FCS is very concerned at their high rate of recidivism and the risk of contamination by older prisoners. Key initiatives include converting the Nasinu Corrections Centre to a young men's prison and expanding education and training programs.

INDIA

India, is a vast and complex country with a vast and complex prison system. The prison system is governed by national legislation (the *Prisons Act 1894*) but administered by the different states and Territories.

The Indian Union comprises 28 States and seven Union Territories, and a total population of more than 1.2 billion people. To some degree, the colonial legacy and the struggle for independence still live on. The words of Mahatma Gandhi certainly resonate strongly in prison law and administration. Gandhi continually emphasised the rights of all people, including prisoners, to be treated with dignity, humanity and respect. He said that the way prisoners are treated is one of the best indicators of the state of the whole society, and that they should be treated as patients, not criminals.

Similar principles are reflected in the Indian Constitution, which guarantees to everyone the rights of liberty, dignity and equality. The courts as well as both national and state-based Human Rights Commissions are actively engaged in prison issues.

India has a low rate of imprisonment (33 prisoners per 100,000 of the population) but a high rate of overcrowding. The occupancy rate is 114%. This is down from 140 - 145% ten years ago but remains of national concern.

Another challenge facing Indian prisons is uniformity. While the governing legislation is national, different states are responsible for prisons. The national government uses a range of strategies to try and promote uniformity in administration and standards. For example, its provision of financial support for prison construction projects is backed by a requirement to comply with a standardised set of policies in its *Model Prison Manual*. This states that reformation is the ultimate goal. It also emphasises the rights of prisoners, the importance of uniformity in the law, free legal advice, aftercare, and the special needs of women with children. The *Model Prison Manual* is underpinned by a commitment to modernisation, including computerisation.

By far the biggest problem in Indian prison administration is the very large number of 'undertrials' (unsentenced prisoners). They constitute two thirds of the total prison population. Measures that have been implemented to try and address overcrowding include:

- A massive prison building and renovation program (99 new prison complexes across the country since 2002).
- Improved 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.
- Expansion of bail.
- Expansion of alternatives to imprisonment
- Expansion of parole and other early release schemes.

India has expanded its focus on services geared to rehabilitation and community re-entry, including Open Prisons and creative art therapy. Non-Government Organisations (**NGOs**) play an important role in delivering such programs. The Indian government recognises that such collaborations offer value for money and the opportunity to 'do more with less'.

INDONESIA

The Indonesian presentation noted that corrections is affected by changes in politics, economics and law. The country's rapid development has led to a growth in transnational, organised and white collar crimes. Indonesia also faces complex community and religious dynamics.

In Indonesia, the Directorate General of Corrections is responsible for the administration of corrections. The Directorate General of Corrections is part of the Ministry of Law and Human Rights. The Indonesian delegation highlighted three main challenges:

- Overcrowding,
- Narcotics, and
- Terrorism.

Indonesia's prison population has increased by 75% in the last ten years (from 128,000 in 2007 to 223,000 in 2017). Growth has been particularly fast in the last three years. Between 2014 and September 2017, numbers rose by 63,000 (40%).

Some new prisons have been built, and some old ones extended, but the prison population still greatly exceeds official capacity of 122,600. Several prisons are operating at over five times their official capacity.

Overcrowding is posing problems in relation to the quality of supervision of prisoners, healthcare and disease transmission, and the mental health of prisoners. Although women and children are held in separate areas of the prisons, high levels of overcrowding also present difficulties in managing separation.

The growth in prisoner numbers reflects the growth in crime, especially narcotics. Narcotics crimes have increased from year to year, and 90% of prisoners have committed narcotics-related offences. Due to the high rate of narcotics crimes, the government has ranked such offences as 'extraordinary' crimes, along with terrorism, corruption, human trafficking, illegal logging, money laundering and genocide.

Terrorism offences are relatively uncommon, and there are only around 190 terrorist prisoners across the whole system. However, these prisoners pose special problems due to the nature of their offences, their connections in the 'outside world', and the risk they will influence other prisoners.

Indonesia has identified a number of strategies to try and reduce overcrowding, and to address narcotics and terrorism. They include the following:

- More use of community corrections, so that people are only sent to prison for serious crimes.
- Construction of more prisons, and renovation/expansion of existing prisons.
- Prisoner 'redistribution' programs, moving prisoners from the most over-crowded prisons to less-crowded ones.
- Improved rehabilitation programs for drug addicts.
- Developing a special prison for terrorists.

- Simplifying access to remission through online processing.
- Parole optimization.
- Professionalising and improving correctional services.

JAPAN

In Japan, the Correction Bureau of the Ministry of Justice is responsible for corrections.

As discussed in other recent APCCA reports, Japan has undertaken significant penal reforms over the past decade. To give effect to the intent of a number of high level reviews, the *Act on Penal Detention Facilities and Treatment of Inmates and Detainees* was enacted in 2006, and processes have been put in place to improve transparency and accountability.

Japan's crime rate per head of the population has been declining for the last ten years. So has its prison population. These positive trends mean that the prison system as a whole is not overcrowded.

However, changes in the profile of the prisoner population over the past decade have created some challenging pressure points. They include:

- A much larger proportion of 'repeat admissions' to prison (up from 36% in 2003 to 48% in 2015).
- A growing proportion of female prisoners (up from 7.2% of newly admitted inmates in 2007 to 9.8% in 2016).
- A big increase in the number of inmates aged 60 or more (up from 17.3% of the prison population in 2005 to 26.9% in 2015).
- A large decline in the number of prisoners aged between 20 and 29 (down from 24.2% of admissions in 2005 to 14.5% in 2015).

Many prisoners also come under more than one 'growth area'. For example, there is particular concern about the number of aged women who are repeat offenders, usually convicted of minor property crimes.

To address these and other issues, the *Act of the Promotion for the Prevention of Recidivism* came into effect in December 2016 that sets the essential items concerning the policies for preventing recidivism. The following perspectives were proposed:

- (a) Guidance and Assistance in every stage of the Criminal Justice System
- (b) Seamless, long-term, and collaborated support by the government and the public

Specific consideration is given to the following issues in the discussion group of the *Promotion for the Prevention of Recidivism* that is set up to develop the *Action Plan for Recidivism Prevention* by December 2017:

- (a) Employment and residence
- (b) Health care and welfare services
- (c) Education collaborated with schools
- (d) Effective correctional guidance
- (e) Promoting volunteer work and publicity

- (f) Arranging the framework in the regional government for recidivism prevention
- (g) Improving human and material resources

Japan has been active in pursuing arrangements for the international exchange of prisoners. The number of foreign nationals in prison has dropped from 5.7% of the prison population to 3.7% between 2006 and 2016. Currently, China (25.9%), Brazil (12.0%) and Vietnam (7.5%) account for the largest number of foreign prisoners.

At the end of August 2016, over 350 prisoners had been transferred back to their home countries and nine had been transferred back to Japan. Japan has transferred most of these prisoners under the Council of Europe Convention. It also has bilateral treaties with Thailand, Brazil and Iran, and is in negotiations with China.

Although the prison population has declined, Japan recognises the need to modernise its prisons and to build more modern facilities. One major project is the International Justice Centre, which is integrated with a number of adult and youth facilities.

Japan is also enhancing the capacity of penal institutions to deal with natural disasters and their aftermath. Measures include improved infrastructure, emergency management procedures and communications.

KIRIBATI

Kiribati is an archipelago of 33 atolls (21 of them inhabited). Its total area is 811 square kilometres of land and 3.5 million square kilometres of ocean. It has a small population of over 105,000 and a small number of prisoners (over 140). The Prison Service faces serious logistical challenges in that it can take several weeks for prisoners to be picked up by boat from the more remote islands and transported to the capital, Tarawa. It is also very costly to provide services to outer islands.

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. Kiribati has already experienced damage from high tides and rising water levels. The very future of the country is under threat.

Kiribati's prison population has been rising. Alcohol abuse and domestic violence are the most serious problems. Domestic violence 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.

Kiribati has started to implement the recommendations of a 2015 review by APCCA Rapporteur Irene Morgan (assisted by Neil Morgan). First, there has been organisational change. Up to September 2016, the prisons were run by a branch of the Police Service. They now fall under the Corrections and Probation division of a new Ministry of Justice. The new Ministry has responsibility for justice services, human rights, legal services, customs, law reform and civil law. The Ministry's vision is a 'trustworthy justice framework to enhance

safety and prosperity'. Its vision is to deliver 'efficient and effective justice services that contribute to the development of Kiribati'.

Secondly, Kiribati reported significant improvements to hygiene and health. A Prison Medical Officer has been appointed in a joint arrangement with the Ministry of Health, and a clinic and sick bay have been established at Betio Prison. This has not only helped with prisoners' health but has also reduced the need for costly and risky external escorts.

Thirdly, an improved management structure and staffing model have been developed. At the time of the conference, these had been submitted for government approval.

Kiribati is keen to explore further opportunities for regional collaboration and support.

REPUBLIC OF KOREA

The Korea Correctional Service ('KCS') is responsible for corrections in the Republic of Korea (South Korea). KCS is part of the Ministry of Justice. Korea has 38 Correctional Institutions, 11 Detention Centres, three branch offices and two privately operated 'Hope Centres'.

Korea's prisoner numbers dropped from 48,228 in 2009 to 45,038 in 2012. Since then, however, numbers have increased. In mid-2016, there were 57,451 prisoners. Around 64% of prisoners are sentenced and 36% are on remand.

The increase in numbers appears to be partly due to a slight increase in the national crime rate. It also reflects changes in criminal law, prosecution practice, and a stricter application of parole laws to some categories of prisoner.

Unfortunately, correctional facilities in some Korean cities are operating at 140% of their approved capacity. At the end of December 2016, the Constitutional Court of Korea held that such overcrowding is unconstitutional. As a result, KCS are engaged in a national agenda to address overcrowding through a range of measures, including alternatives to custody.

The profile of prisoners has changed significantly over recent years. First, there are now many more female prisoners (6.8%) than in 2010 (5.2%). Secondly, since 2009, the number of prisoners aged 50-59 has increased by 64%. The number aged 60 or more has increased by 150%.

For the last 20 years, there has been a program to improve correctional facilities. The aims have been to improve safety, security and decency in the treatment of prisoners. For example, measures have been taken to reduce the risks of suicide and fire, to increase environmental efficiency, and to improve prisoners' privacy, comfort and conditions.

A 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.

Korea has two privately operated facilities (the Milyang Hope Centre and the Anseong Hope Centre), which opened in 2013 and 2014. They are not correctional institutions but offer dormitory-style accommodation, where inmates sleep at night and go out to work for a company during the day. If they show exemplary behaviour, they have a strong chance of gaining employment with the company. While in the Centres, inmates have free access to Internet and Smart Phones.

For many years, KCS has been rolling out measures to improve correctional services and to reflect the fact that inmates are not just the target of punishment, but need protection, healing and reintegration (see also previous APCCA reports).

KCS has been actively exploring the potential offered by technology. At the 2016 conference, they discussed the potential of the Internet for improved family contact. At this conference they discussed the use of drone technology and the development of an integrated telemedicine centre. KCS has been trialling drone technology at three prisons to assess its potential to improve perimeter security, internal safety, inspections of facility infrastructure, and disaster management. The integrated telemedicine centre improves health services to inmates, providing better access at night and during holiday periods, more coordination, and also better access to specialists.

MALAYSIA

The Malaysian Prison Department (**'MPD'**), which is part of the Ministry of Home Affairs, is responsible for corrections in Malaysia. It has hosted APCCA every ten years and will host APCCA 2018 in Melaka.

Malaysia has recently embarked on the Eleventh Malaysia Plan 2016-2020. It is called 'Anchoring Growth on People' and aims to promote the country's journey to a high income advanced economy. In line with government priorities in the Eleventh Malaysia Plan, MPD has developed a 2016-2020 Strategic Plan with four key components: safe and secure custody; effective rehabilitation; leverage on community involvement; and accelerate human capital development.

MDP operate four main types of facility. There are 36 prisons, four juvenile centres, (Henry Gurney Schools), four rehabilitation centres, and four community rehabilitation centres.

The biggest challenge facing MDP is the surge in numbers at its 36 prisons. Prisoner numbers have increased by 50% since 2012 despite low official recidivism rates. In September 2017 the prisons had a capacity of 45,640 but held 55,413. Much of the increase is due to drug related offences. In 2015, 51% of prison receptions involved drug related offences. By 2017, this had risen to 59%.

Close to 30% of prisoners are on remand, and 70% sentenced. The number of remand prisoners has been rising particularly quickly.

Around 16,000 prisoners (29% of all prisoners) are foreign nationals, primarily from Indonesia. Most are held for immigration offences. In April 2016, Malaysia enacted legislation to permit

the international transfer of sentenced prisoners. It is hoped that this will lead to transfer arrangements between a number of countries.

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. The general aim of the MPD is to provide a seamless system of care in prisons followed by parole and/or aftercare in the community.

Like many countries, Malaysia is very concerned at the threats posed by extremist groups such as ISIS.²³ It has had to deal with a number of challenges to its borders and political authority. In February 2013, the 'Sabah Invasion' saw 235 armed militants from the Philippines land in East Sabah and claim sovereignty. The incursion, which was condemned by the Philippines government, ended when Malaysian security forces took control, but 56 militants and 10 members of the security forces were killed. This incident led to numerous arrests and to a number of people sympathetic to the invasion being imprisoned.²⁴

Reflecting the priorities of the *Eleventh Malaysia Plan* and its own Strategic Plan, MPD identified the following initiatives for the coming years:

- Empower community based sentences and programs.
- Enhance drug rehabilitation.
- Increase the use of 'corporate smart internships' (work placements as part of work release programs for inmates).
- Develop further de-radicalisation programs.
- Leverage on technology.
- Focus on risk management.
- Gain quality management accreditation for all aspects of corrections work.

MONGOLIA

In Mongolia, the Department of Corrections is responsible for the country's prisons. The Department of Corrections is part of the General Executive Agency of Court Decision. Prior to 2003, the Police Department was responsible for prisons.

Twenty years ago, when Mongolia first attended APCCA, the rules governing prisons were poorly drafted and poorly implemented. Prison conditions were poor, tuberculosis ('TB') was rampant, and management was of a low standard. Their 2016 presentation in Tianjin had showed pictures, contrasting the decrepit, unhygienic, crowded conditions of the early 2000's with the much better conditions of 2016. The 2017 conference also heard about some positive developments.

²³ 'ISIS' stands for the Islamic State of Iraq and Syria (al-Sham).

²⁴ For more information, see <http://www.economist.com/news/asia/21572251-chaotic-south-philippines-muslims-launch-foreign-policy-sultans-sabah-swing>.

The General Executive Agency of Court Decision aims to prevent recidivism and to support the rehabilitation of offenders. To achieve this, it has two priorities: to cooperate with communities, and to improve the foundations of correctional administration.

Mongolia's correctional objectives include respect for human rights, and providing 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.

In 2015, Mongolia ratified the *Optional Protocol to the United Nations Convention against Torture and Other Forms of Cruel, Inhuman and Degrading Treatment* ('OPCAT'). This has opened the Mongolian prison system up to greater outside scrutiny. Importantly, it also helped the General Executive Agency of Court Decision to gain government support for prisons and for improved staff training and professionalisation. A number of foreign diplomats have visited the prisons and have commented on improved standards.

In recent years, Mongolia has also joined the second optional protocol to the International Covenant on Civil and Political Rights ('ICCPR'). This led to the abolition of the death penalty, which has been replaced with life imprisonment.

The regulations governing prisons have been progressively revised and improved. The system is now better organised and regulated. One of the most valuable changes is the introduction of a stronger system for the classification of prisoners. This allows different groups of prisoners to be separated. It has reduced the number of conflicts between inmates by 50%.

In 2015, Mongolia adopted a new 'Standard' for prison construction. The new Standard includes requirements in relation to prisoner accommodation and other key infrastructure, such as employment workshops, meditation rooms, and health facilities. In order to improve health services, a Central Medical Hospital has been constructed for prisoners.

A new Law of Executive Court Decision came into effect on 1 July 2017. Prior to this time, prisoners were subject to maximum, medium or minimum security regimes. However, they were all held in closed prisons. The new law allows prisoners to spend time in 'open' prisons. The aim is to improve reintegration through greater contact with family and community.

PAPUA NEW GUINEA

In Papua New Guinea ('PNG'), prisons and community corrections are the responsibility of the Correctional Service of PNG. The Correctional Service motto is '*One God, One Country, One Corrections Service, One Commissioner.*'

As PNG includes a large number of scattered islands, there are major logistical and financial challenges in providing justice services and arranging transportation. Natural disasters, climate change, civil unrest and political challenges have also impacted. In addition, PNG has been in economic decline since 2014.

This combination of factors means that the Correctional Service faces high costs but has a low budget. However, the government has committed to improvements.

Currently in PNG there are just over 5,000 prisoners in 20 prisons. Sentenced prisoners make up 60% of the population, with 40% on remand. Women are around 5% of the total. Recidivists (defined as offenders who return to prison more than three times) comprise 11% of the population. Recidivism is primarily drug-related.

The total capacity of the prison system is 4,466. This means that the system as a whole is around 10% above capacity. However, some prisons are operating at 200% of capacity and other are under 50%. This is because supply and demand do not match in some regions.

The number of staff is low compared with the number of prisoners. Staff training and professional development also needs to be improved. As a result, staff morale is low.

Initiatives to address these problems include:

- Revised corrections legislation, with a view to having new legislation in place in 2018.
- A major prison construction, renovation and relocation program, based on Public Private Partnership ('PPP') arrangements. A major priority will be to relocate prisons that need to move due to natural disasters or climate change.
- The construction of new Community Corrections Centres.
- Collaboration with police and armed forces in PNG for staff training.
- Collaboration with other government agencies (such as Fisheries) to develop programs for prisoners.
- Promoting mediation and reconciliation wherever possible.
- A stronger focus on community and church engagement to improve rehabilitation and support for people on parole.

PNG has recently reintroduced the death penalty. There are around 11 people on death row, but the power of mercy may still apply. The Corrections Service is still working through the full implications of the reintroduction of the death penalty.

PHILIPPINES

In the Philippines, responsibility for corrections is shared between two main agencies. The Bureau of Corrections ('BuCor') is part of the Ministry of Justice. It administers seven national prisons and is responsible for people who have been convicted and sentenced to more than three years' imprisonment. BuCor is also responsible for administering the probation and parole system and for the Board of Pardons and Parole, which advises the President on matters relating to the grant of executive clemency.

The Bureau of Jail Management and Penology ('BJMP') administers provincial, city and municipal jails. These hold prisoners who are on remand and those sentenced to three years' imprisonment or less. BJMP is part of the Department of Social Welfare and Development.

The Philippines government has embarked on a Five Year National Development Plan with a focus on 'peace and security'. In line with this national plan, the Department of Justice has

drawn up a 'Development Plan 2017-2022' which aims to improve investigations, prosecutions and corrections.

BuCor's Vision is: 'A safer society by 2028 through reformed persons reintegrated by a highly efficient and competent corrections service'. Its Mission is: 'to protect the public by safekeeping and reforming persons under custody adhering to international standards of corrections service.'

BuCor has identified six focal areas for reforming inmates: education; moral and spiritual development; sports and recreation; work and livelihood; health; and behaviour modification.

However, BuCor's ability to meet its goals is affected by serious overcrowding. The official capacity of BuCor prisons is 19,268. But the system is operating at more than double that capacity, holding close to 42,000 prisoners. Men comprise 92.5% of the population, and women 7.5%. The vast majority of prisoners are aged 22-29 (48%) or 40-59 (43%).

BJMP prisons also face serious overcrowding, especially as the number of people being held on remand has increased rapidly.

BuCor has adopted a number of measures to try and address overcrowding. They include the installation of additional dormitories into existing prisons, moving prisoners to less crowded facilities, and speeding up processes such as parole applications.

SINGAPORE

In Singapore, the Singapore Prison Service ('SPS') is responsible for prisons and for the supervision of prisoners after release. SPS is a division of the Ministry of Home Affairs.

SPS operates 13 institutions, most of which are at the Changi Prison Complex, and one Community Supervision Centre. SPS is responsible for managing around 12,060 offenders in custody and another 1,766 under home detention/electronic monitoring. In total, SPS has around 2,460 staff, including psychologists, medical officers, support staff, research staff and other civilian personnel.

SPS aims for four outcomes:

- Safety and security in prisons.
- Improved rehabilitation.
- Reduced incarceration.
- Greater efficiency and effectiveness.

Over the past decade, Singapore has reoriented its system towards improving rehabilitation and reintegration outcomes whilst maintaining a firm focus on law, order and discipline. There is evidence of positive outcomes:

- Crime rates have fallen.
- Prisoner numbers have fallen by almost a third. They dropped from over 18,000 in 2002 to just over 12,000 in 2008, and have been relatively stable since then.

- Recidivism rates (measured as a return to prison within two years of release) have fallen. In 2000 they were over 40%. However in the past decade they have been between 24 and 27%.

These positive results reflect the fact that a holistic Singapore-specific model was adopted. Importantly, the model was backed up by a strong focus on learning and improvement.

Although general recidivism trends are positive, SPS is concerned about the large number of 'multiple time' offenders. Almost 50% of prisoners have been incarcerated more than five times. Drug abuse remains the primary driver of repeat recidivism.

Other challenges include demographic shifts in society, a shrinking workforce, ageing infrastructure and the importance of maintaining public trust.

SPS sees data-driven operations, evidence-based interventions and targeted corrections as the key to improving outcomes for offenders, and to coping with a reduced workforce. It has devised two concepts: '*Prisons without Guards*' ('**PWG**') and '*Prisons without Walls*' ('**PWW**').

PWG involves greater use of technology and business intelligence to ensure discipline and good order. This includes the use of Full Surveillance Coverage, Facial Recognition, Millimetrewave Body Scanners and data analytics. The aims are to reduce risks, to better target programs at offending behavior, and to free up staff higher order jobs. The report of the 2016 conference in Tianjin contains details of the '*i-SCREEN tool*' and the *Prison Operations and Rehabilitation System II* ('**PORTS II**'). The i-SCREEN tool allows SPS to assess an offender's risk of committing an institutional offence. The PORTS II is an offender management IT system developed with mobility in mind, with officers able to access information on hand-held devices that they carry with them.

PWW involves the expansion of community corrections including increased work opportunities and transitional housing. The aim is to double the number of offenders undertaking their sentences in the community. A Day Release Scheme is also being introduced whereby low risk first time drug offenders leave the facility to go to work each day and return at night.

The *Yellow Ribbon Project*, which began in 2004, continues to provide opportunities for community involvement in corrections. In 2010, the *Yellow Ribbon Community Project* began ('**YRCP**'). This is a grassroots-led project which involves volunteers visiting the families of offenders and offering practical advice. The YRCP has three main areas of focus:

- Helping to identify vulnerable children.
- Rekindling family bonds.
- Providing positive pro-social supports.

SOLOMON ISLANDS

The Corrections Services Department of the Solomon Islands ('**CSSI**') is responsible for prison administration. CSSI replaced the former Prisons Department in 2007.

CSSI's mission is 'to enhance the safety of the community by providing secure and humane containment, and through facilitating the rehabilitation and reintegration of prisoners.' Its vision is to be 'an effective, ethical, committed and professional organisation, and a leader in correctional management in the region.'

Solomon Islands enacted new legislation in 2008, with assistance from other regional countries, notably Australia. The *Correctional Services Act 2008* and its supporting Regulations embody international standards and involve a philosophical shift from social isolation and punishment to rehabilitation and reintegration.

Solomon Islands faces several challenges in relation to law and order and corrections:

- Increased natural phenomena, such as storms and cyclones, create displacement and homelessness and also cause damage to prison infrastructure.
- Government's financial constraints.
- Disenfranchised youth are forming gangs, especially in urban areas.
- Lack of resources to treat the growing number of prisoners with mental health problems.

In order to meet these challenges, the government announced in 2014 that it would 'support the development of specialised facilities for young offenders, female offenders, mentally ill prisoners and immigration detainees.'

The Solomon Islands prison system has a total capacity of 614. The total number of prisoners is around 500. The system as a whole is therefore under capacity. However, there are many pressure points. In particular, prisoner numbers grew by 50% from 2014 to 2017. The main reason for the increase was a growth in remand prisoner numbers. Remand numbers have tripled since 2012, and remand prisoners now comprise over 50% of the prison population compared with 30% in 2012. The main reason is that the police and the courts have been slow to progress cases.

Female prisoners constitute around 2% of the total population. Although numbers are low, CSSI is improving services to women, and to provide facilities for women with children. Women are now held in separate facilities.

Most convicted prisoners have been found guilty of violent or sexual offences. Around 30% of prisoners are serving a life sentence, but another 30% are only serving 12 months or less.

After some controversies, the Solomon Islands Parole Board has been suspended. A review of parole legislation is underway and a full review of the Corrections Act and Regulations is scheduled.

CSSI has achieved a good deal in professionalising correctional services over the past decade. However, challenges include an ageing workforce and pending leadership changes. On the positive side, performance management and staff training have improved, internal audit and inspection systems have been introduced, and CSSI has developed formal links with the University of the South Pacific. There has also been a sharp focus on strategic planning, staff development and leadership/management training. CSSI expressed thanks to its APCCA colleagues for their advice, support and assistance.

SRI LANKA

In Sri Lanka, the Department of Prisons is responsible for the administration of prisons, youth detention facilities and lockups. There are 34 facilities for adults - three closed prisons, 19 remand prisons, two open prisons and ten work camps. There are three facilities for juveniles (one training school and two correctional centres). There are 23 lockups.

The Department of Prisons' vision is the 'social reintegration of inmates as good citizens through rehabilitation'. Its mission is to create a 'good relationship between the prison officers and the inmates in order to achieve the main objectives of custody, care and corrections, and thereby improve the job satisfaction of the officers and build up positive attitude among the officers and regulate the welfare of the prisoners, utilizing their productivity of labour for the benefit of the country.'

Like many other countries, Sri Lanka is a former British colony. The 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. The prison system aims to comply with the UN *Standard Minimum Rules for the Treatment of Prisoners* (the '**Mandela Rules**').

The average daily number of prisoners has declined from 28,000 in 2008 to 17,000 in 2016. However, despite this drop, prisons remain overcrowded. They have an official capacity of just 12,000.

Many of the biggest challenges for the Department of Prisons involve matters outside its control:

- High numbers of death sentence prisoners.
- High numbers of unsentenced prisoners, and longer periods being spent on remand.
- Drug abuse in the community.

In total, Sri Lanka houses around 9,450 convicted prisoners. Almost 20% of them (1,850) are facing the death penalty or life imprisonment, and over 1,100 are on death row. These prisoners have been generally been convicted of murder or other serious crimes, especially during the period of ethnic conflict.

The high number of death sentence and life sentence prisoners leads to many problems, including overcrowding, security concerns, and mental health issues. These prisoners have no access to employment or rehabilitation programs, and stay in their cells all day.

The large number of death sentence prisoners reflects the fact that the death penalty has not actually been carried out since 1976. The President has delegated the power to give the final order for execution to the Department of Prisons. The death penalty is a politically sensitive issue and a multi-disciplinary Presidential Commission, chaired by a retired Supreme Court Judge, has been appointed to examine the options, including converting death sentences to sentences of life imprisonment, and setting a fixed period of time for life sentence prisoners.

On a positive note, the number of unsentenced prisoners has been declining. In 2012, they comprised 60% of the prison population. Numbers are still high but are now below 50%. The

drop appears to be the result of a special task force that was established, chaired by the Secretary of the Ministry of Justice and facilitated by the International Committee of the Red Cross. However, delays in cases reaching trial have increased the average time that people now spend on remand. In 2013, 53% of remandees spent over 24 months on remand. In 2016, the figure was 68%.

Drug abuse remains a major social issue. It is also responsible for an increasing number of prison admissions each year. In 2012, drug offenders accounted for 33% of admissions. In 2015, they accounted for 46% of admissions.

Research has also identified a very high rate of recidivism amongst short term prisoners. They comprise 70% of all recidivists.

The Department is working proactively with other government agencies to try and tackle the systemic challenges, and with volunteers and not for profit groups to improve services in prison and support on release. Sri Lanka is also keen to engage with regional colleagues to drive further improvements.

THAILAND

In Thailand, corrections is the responsibility of the Department of Corrections (**'DOC'**), which is part of the Ministry of Justice. The aims are to improve inmates' quality of life and public safety, as well as efficiency and accountability.

The Thai Royal Family has always taken a deep interest in corrections. In a Royal Address on 4 February 1973, the late King Bhumibol Adulyadej said:

"Correctional service is viewed as difficult, hardworking and low dignity job. I ask all of you to set your minds firmly to carry out your tasks with perseverance. Successful correctional work will bring about great benefit and security to society as a whole. Therefore prison staff should strive to rehabilitate and reform the offender until they reentry to the society as decent people."

More recently, the government of Thailand, led by HRH Princess Bajrakitiyabha, initiated the development of the Bangkok Rules for the *Treatment of Women Prisoners and Non-custodial Measures for Women Offenders*.

Thailand's presentation identified the main contemporary challenges as follows:

- Intermittent justice policies due to unstable political climate.
- Insufficient government investment on reintegration.
- High public expectations for the reformation of prisoners.
- Prison overcrowding.
- The fast pace of technology.

In 2017, Thailand enacted a new Corrections Law. This aims to set a modern framework for prison administration and offender rehabilitation. Key elements are:

- The establishment of a Correctional Committee.

- Improved pay and conditions for correctional officers.
- Implementation of non-custodial measures.
- Measure to suppress contraband.
- Improved prisoners classification system.
- Promotion of private sector and community engagement in rehabilitation.

Thailand's prisons are severely overcrowded. Numbers more than doubled between 2006 (152,000) and 2014 (over 325,000). Numbers have subsequently dropped to around 300,000, but the official capacity of the prison system is only around 110,000.

On a positive note, the number of women in prison dropped by 12%, from over 45,800 in 2014 to around 40,400 in 2017. Over the same time, the number of men in prison has dropped by 3%. It appears that some of the drop in the number of female prisoners can be attributed to measures taken to implement the Bangkok Rules.

Thailand houses 13,000 foreign national inmates and has been active in promoting international exchange programs.

The vast majority of offences committed by both men and women relate to narcotics. This creates serious security challenges with regards to drugs and devices such as mobile phones.

Thai Corrections has identified a five-step process to building a more effective system:

- Suppress the smuggling of drugs and other contraband.
- Clear and clean up the prisons.
- Improve order and discipline.
- Focus on mind development.
- Change public perception and gain society's acceptance of ex-prisoners.

One of the key strategies to achieve these goals is to target the needs of offenders by establishing a range of specialised rehabilitation prisons. They include prisons that focus on education, sports, agricultural training, vocational training and talent development.

Prison academy centres have been established for women (programs such as cooking, massage, hair and beauty) and also for men (including woodwork, metalwork and technical trade skills). There are also industrial working skill development projects at some prisons.

VANUATU

Vanuatu became a member of APCCA at this conference. The Vanuatu Correctional Services is responsible for both prisons and community corrections in the country.

Like other Pacific island nations, Vanuatu consists of a number of scattered islands. This presents significant logistical and technological challenges. However, the government is committed to rolling out an E-Government broadband network, using undersea cables. This has helped Vanuatu Corrections to embrace a number of new technologies.

The Vanuatu delegation shared two examples of technology: an offender management system ('OMS') and a document management system ('DMS'). The OMS provides a record of an offender's progress from admission to prison to release, including program participation. It also provides a record of matters such as prisoner numbers and incidents. The DMS applies to corporate services and staffing matters. Both these systems have proved beneficial.

Vanuatu has been improving its correctional infrastructure with a focus on international human rights such as the UN Convention against Torture and the Convention on the Rights of the Child. In 2017, the new Mauria Centre opened. This has reduced overcrowding. It is also more cost effective than continuing to repair old centres. In 2018, Vanuatu expects to open a new centre for juveniles.

Another important initiative is the project to decentralize rehabilitation programs to remote islands. This requires careful case management and involves working with local communities, local Chiefs and the churches.

Staff training remains a priority and Vanuatu is keen to promote regional collaboration.

VIETNAM

In Vietnam, the General Department for Criminal Sentence Execution and Judicial Support (which is part of the Ministry of Public Security) is responsible for prisons and corrections.

Vietnam has 53 prisons, five rehabilitation centres and three juvenile schools. The prison population rose quickly from 2010 to 2014 but has been falling since then.

In October 2017:

- There were 130,002 people in Vietnam's correctional facilities, a reduction of over 5,600 (or 4%) from June 2015.
- Women account for 13.5% of the population.
- The number of young offenders has been declining.

Vietnam has been revising its laws over many years. On 1 July 2011, the *Law on Criminal Sentence Execution* came into effect. This, read with the 2007 *Law on Amnesty*, is intended to provide greater consistency and continuity in the law. It emphasises reintegration for ex-prisoners and places a responsibility on local authorities to encourage and support them through employment and training opportunities.

The new legal framework has helped the General Department for Criminal Sentence Execution and Judicial Support to upgrade prison buildings and improve staff recruitment and training.

In 2015, the *Law on the Criminal Code* and the *Law on Criminal Procedure* were amended. The main changes were:

- To enhance community based treatment of offenders
- To reduce the use of the death penalty
- Legalisation of early release on parole

Challenges facing the General Department for Criminal Sentence Execution and Judicial Support include the following:

- Limited budget due to national economic difficulties.
- Drug offenders.
- Transmission of Hepatitis and HIV.
- Difficulties for ex-prisoners to find employment.

In 2017, in recognition of the challenges of overcrowding and prisoner health, the General Department for Criminal Sentence Execution and Judicial Support submitted applications to the Court for Decision for the remission of imprisonment or temporary suspension of sentence for 54,000 prisoners.

Vietnam has also been developing initiatives to increase the community's involvement in rehabilitation and reintegration.

Vietnam is very interested in learning from other countries and in developing collaborations, including prisoner exchange programs for foreign national prisoners.

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. The different States and Territories are primarily responsible for criminal laws, correctional policy and prisons. People convicted under federal laws are also imprisoned in State or Territory prisons.

There are around 112 prisons in Australia. In 2015, they housed around 36,200 prisoners. Another 56,000 offenders are being supervised in the community under a community-based sentence or parole order.

Legislation, policies and imprisonment trends and patterns vary widely between different Australian jurisdictions. For example, the state of Victoria has a much lower imprisonment rate than most other jurisdictions. The Northern Territory and Western Australia have the highest imprisonment rates.

Although there are differences between the various States and Territories, there are five common trends:

- The number of people in prison is increasing (by 38% in the last five years).
- The rate of imprisonment per 100,000 of the population is increasing.
- The proportion of unsentenced prisoners has been rising rapidly. In 2006, they were 22% of the population. They are now 31%.
- Women are a growing proportion of the growing population.
- Aboriginal people are grossly over-represented in prison (27% of the country's prisoners) compared with the general population (around 3%).

In addition, Australia now has many more prisoners with 'complex needs'. These prisoners

present major challenges for every aspect of prison management, including security (contraband), prisoner and staff safety, health service needs, and rehabilitation/reintegration. Research on newly received prisoners has found that:

- Two thirds have served a prior term of incarceration.
- 30% or more are withdrawing from alcohol or drugs.
- 60% or more have had treatment for a mental health issue.
- They are 6-10 times more likely to have attempted suicide than the general population.
- They are 3-4 times more likely to be smokers.
- They have high rates of Hepatitis C and heart problems.

All Australian jurisdictions face pressure from growing prisoner numbers. This is not because overall crime rates are increasing. However, strong public concern at offences committed by people on bail or on parole has led to laws and policies being tightened up. There is also concern about the link between violent crime and the use of drugs such as methamphetamine.

In order to meet increased demand, Australian States and Territories are expanding the capacity of their prison systems. This is done both by adding extra beds to existing cells (usually called 'doubling up'), by adding extra accommodation units in existing prisons, and by constructing large new prisons.

Correctional Services Departments in Australia are also looking for more innovative and effective ways to contract with not-for-profit organisations and the private sector to improve prisoner rehabilitation and reintegration.

One of the most significant developments in recent years has been an increase in external oversight and accountability for places of custody. Western Australia has had an independent Inspector of Custodial Services since 2000. In 2012, a similar office was established in New South Wales. Tasmania followed in 2016 and the Australian Capital Territory in 2017. The 2017 reports of *Royal Commissions into Juvenile Detention in the Northern Territory and Institutional Child Sexual Abuse*, and Australia's decision to ratify the *Optional Protocol to the Convention against Torture* ('OPCAT') in December 2017, have added to this momentum for stronger oversight of all closed places.

BANGLADESH

Bangladesh became a member of APCCA at this conference. Bangladesh Jail, headed by the Inspector General of Prisons, is responsible for prisons in the country.

There are 68 jails in Bangladesh. Thirteen are Central Jails, 55 are District Jails, one is a High Security jail, and there is one women's jail.

Bangladesh Jail's Vision is to 'keep the prisoner safe and show the path of light'. Its Mission is:

- Safe imprisonment of the prisoners.
- Maintenance of strict safety of the jails.
- Humanitarian behaviour with prisoners.

- Proper residence, food, medical treatment, meetings with relatives, friends and lawyers.
- Training & rehabilitation.

Bangladesh Jail is seeking to address a number of challenges, and has enlisted the assistance of the International Committee of the Red Cross. By far the biggest problem is overcrowding. The number of people in prison has grown by around 10% in the last two years, and currently stands at around 80,800. However, the system only has a capacity of 36,614. It is therefore at over 200% of official capacity.

Unconvicted prisoners ('undertrials') comprise 80% of the prison population. This generates a number of problems for prisoner management, including ensuring access to legal services. Women make up around 4% of the total prison population.

The Bangladesh prison system is currently operating within a system of antiquated laws, and an old fashioned mind-set. It also faces serious resource limitations, with low staff numbers, a lack of training, little modern security equipment, and too few health service personnel.

The Inspector General and his Department are implementing a number of initiatives to try to address these shortfalls. They include the following:

- Changing the focus from 'prisons' to 'corrections'. The approval process for a new 'Prison and Correctional Services Act' is underway.
- A program of prison expansion and new construction to increase the quantity and quality of prisoner accommodation.
- A free legal aid program for low income group prisoners.
- Starting a rehabilitation training school.
- Improved services for female prisoners, including a crèche and day care centre for women with accompanying children.
- Improved recreational facilities and libraries.
- Establishing an inmates' data base with biometric identification.
- Modernization of security.
- Allowing inmates to communicate with family through telephone.
- Prisoners involved in production will be given a wage.
- An Open Jail will be set up to resocialise prisoners before release.

BRUNEI DARUSSALAM

Brunei Darussalam ('**Brunei**') was unable to attend the conference at short notice, due to unforeseen circumstances. However, they prepared a paper which was circulated to delegates.

In Brunei, the Prisons Department, which is part of the Ministry of Home Affairs, is responsible for the prison system and some other aspects of corrections. Brunei is a small country (5,675 square kilometres) and has a population of around 431,000 people.

The Prisons Department's vision is to 'be an excellent rehabilitation institution'. Its mission is to 'protect society through safe, humane custody and to rehabilitate prisoners to become useful, law abiding citizens and responsible members of society.'

In line with this mission, the Prisons Department has set some specific strategic priorities. They include:

- Reducing recidivism.
- Improving correctional facilities.
- Improving the working environment and professional development opportunities for staff.
- Introducing more community-based programs.

There are three prisons at two sites in Brunei: Jerudong Prisons, Jerudong Women's Prison, and Maraburong Prison. Between 2005-2006 and 2009-2010, the number of prisoners declined from around 800 to around 500. However, by 2016, numbers had increased to around 1,000.

The biggest increase has been in the number of remand prisoners, which has grown five times since 2009. The most common offences are road traffic, theft, immigration offences and drug offences. To cope with demand and to be ready for any future increase in prisoner numbers, Maraburong Prison is being expanded through the addition of additional accommodation and supporting infrastructure.

Government concern about recidivism and the costs of imprisonment is leading to measures to improve reintegration. They include increased collaboration with other government agencies and NGOs, and holding public forums and seminars to improve community understanding and support.

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

CANADA

Canada has a federal system of government and the Correctional Service of Canada ('CSC') is a Federal agency. CSC has responsibility for offenders sentenced to two years' imprisonment or more, and for the management of such prisoners when they are released on parole. It also has responsibility for the management of some 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 a total of 14 different correctional services.

CSC manages around 14,300 prisoners and another 8,500 people under community supervision. Prisoner numbers were rising from 2010 to 2014 but are now back to 2010 levels.

Remand prisoners (who are held in the provincial system) comprise around 38% of Canada's total prisoner population.

CSC has five regions and an annual budget of over 2.5 billion Canadian Dollars. It employs around 19,000 staff and manages more than 200 contracts with community service providers. It operates a range of maximum, medium and minimum security penitentiaries (including six for women), five psychiatric facilities, and several 'healing lodges' for Aboriginal prisoners.

In October 2015 there was a change of government in Canada. The Liberal Party took over office from the Conservative Party, which had been in office for many years. This impacts on corrections because the Liberal Party has a strong human rights focus.

Issues currently facing CSC include legal challenges to its use of segregation; cultural and performance issues at some prisons; managing leadership succession; and transgender prisoners.

CSC has come under pressure from the courts and oversight agencies (especially the Office of the Correctional Investigator) about its use of segregation. At the time of the conference, two cases were pending before the courts but CSC reported that it was already clear that changes would be required. It also reported on changes that have already been made. These include ensuring at least two hours out of cell every 24 hours; more robust oversight and review processes; prohibitions on segregation for some offenders (including those who are pregnant or have serious mental health issues); and better processes for managing people while in segregation, and for overseeing entry and exit from segregation.

CSC reported that, unfortunately, serious cases of bullying, sexual harassment, threats and corruption had emerged at Edmonton maximum security prison. As a result, a number of staff had been stood down and police investigations instituted. As a result of this, CSC had also started a National Hot Line so that any staff in any facility could contact with their concerns.

CSC must also manage leadership succession at this difficult period. The long-serving Commissioner, Mr Don Head, a strong supporter of APCCA, retired in early 2018. A number of other senior officers have also recently retired.

Like a number of other countries, Canada has a growing number of transgender inmates. The new government has announced amendments to the Human Rights Act that will allow people to 'self-identify' in terms of gender. This is likely to present management challenges in managing both female and male facilities.

CHINA

In 2016, when hosting APCCA in Tianjin, China had showcased recent developments in the country's correctional infrastructure, philosophy and policy. China has invested heavily in both prisons and community corrections in the past decade, with positive results.

Despite its vast size and population, China has one national prison system, directed by the central government in Beijing. However, responsibility for administering prisons is devolved

to the 23 Provinces, four Municipalities, and five Autonomous Regions. China's two Special Administrative Regions (Hong Kong SAR and Macao SAR) have separate correctional services.

China reported that it has a total of 1.6 million prisoners in 680 prisons, including 38 female prisons and 31 juvenile delinquency reformatories. Around 100,000 (6%) of the prisoners are women.

China views the 'transformation of prisoners' as the central task. The ultimate goal is to rehabilitate prisoners through scientific and humane management. The prisons have been 'safe and secure' over recent years and recidivism rates are reported to be low.

Another core value is impartial law enforcement and guaranteeing the lawful rights and interests of prisoners. In order to ensure this, China has been progressively revising its prison laws and policies.

In 2017, the Ministry of Justice adopted the concept of 'Fundamental Security'. This recognises the importance of prisons to national security and safety, 'combining punishment with rehabilitation and aiming at the rehabilitation of criminals.'

The concept of fundamental security has brought a number of benefits:

- It has raised the status of the work of prisons, which are seen as part of the overall state security system.
- It strengthens the prison's statutory responsibilities for rehabilitating offenders.
- It recognises that the rehabilitation of criminals is a complex and systematic project, and is for the public good.
- It reinforces that to achieve transformation, prisons need to work with other players, such as government agencies, enterprises and public organizations

China has identified six key strategies to implement fundamental security:

- Strengthening the focus on corrections/rehabilitation by 'identifying the patterns, mobilizing wide participation and providing classified treatment to enhance sound, targeted and effective corrections.'
- Further regulating law enforcement in prisons, strictly adhering to 'impartial, civilized and transparent law enforcement, and protecting the legitimate rights and interests of criminals.'
- Enhancing safety and stability in prison by improving the mechanisms of risk prevention and control, and danger identification and control.
- Infrastructure construction and the application of information technology in prison, and improving the integration of information technology and prison administration.
- Constantly focusing on reform in prison and building modern prisons that are based on strict law enforcement, standardized management, security, safety and civilized administration.
- Continuing to build up a regular, specialized and professional team of prison police officers that meets the requirements of fundamental security and reform in prisons.

Standardised new prison designs have already improved capability. China is implementing general standards for prison design, including layout, cell design, supporting infrastructure

and the use of IT. Delegates to the 2016 conference in Tianjin saw this during their various prison visits.

Community corrections has been identified as an important growth area. Community corrections began in 2003. It is being spread to the whole country as part of reforms to the judicial system. By the end of 2014, more than 1.8 million people had completed community corrections orders.

China said that engagement in international forums such as APCCA has been of real assistance in modernising its system.

HONG KONG (CHINA)

In Hong Kong (China), the Correctional Services Department ('HKCSD') is responsible for managing people in custody ('PICs').

The HKCSD mission is to protect the public and to reduce crime. HKCSD sees public safety as something that starts as soon as a person enters prison. It aims to balance three elements: safe and decent custody, rehabilitation and reintegration programs, and community support/education. Staff professionalism is a critical element in all these areas.

The key indicators and trends are positive:

- The crime rate has declined over both the long term (from 1609 per 100,000 of the population in 1984 to 825 per 100,000 in 2016) and the short term (22% decline from 2012 to 2016).
- The rate of imprisonment has been declining since 2004. It currently stands at 116 per 100,000 compared with 129 per 100,000 in 2012.
- Between 2012 and 2016, the average daily population in Hong Kong prisons dropped by 7.6%.
- There have been no escapes since 2008, and no riots since 2000.
- The rate of death and self-harm amongst PICs is low.

Hong Kong (China) has been successful in reducing recidivism and increasing levels of employment for ex-offenders. This has brought large savings. Recidivism (measured as readmission to prison upon conviction for a new offence within two years of release) declined from 35.6% in 2005 to 25.9% in 2014. The employment rate for rehabilitated offenders who have undertaken vocational training is now 82% for adults and 90% for juveniles. The City University of Hong Kong has assessed that the government made total savings of more than HK\$74 billion for the period 2012 to 2016.

These results are very encouraging, but the system faces some challenges. The first is to meet the needs of PICs with special needs. They include the following groups:

- *Elderly PICs.* Hong Kong has a growing number of PICs aged 65 or over. The number has increased by 70% in the last ten years, and is projected to double again by 2023. To address their needs, CSD has developed the concept of the 'Evergreen Garden', and is promoting

initiatives such as barrier-free access in facilities, fitness programs, psychological counselling, vocational training on horticulture, and Tai Chi classes.

- *PICs from other nations.* 69% of PICs in Hong Kong are local people, 11% are from mainland China, Macao or Taiwan, and 20% from other countries. This can cause communication and management problems. The information booklet given to PICs has been translated into 27 languages, and CSD has collaborated with chaplains and religious organisations. CSD also offers Cantonese language courses and self-learning kits. In some prisons, a 'Translator Tablet' has been introduced to allow on-the-spot translation of 56 languages.
- *Transgender PICs.* Transgender PICs are entitled to the same rights and treatment as other PICs. To address their special needs, CSD has set up a Transgender Unit. Specific case management processes are in place and psychological support and hormonal treatment has been made available, including reference to outside specialists where appropriate.

As second issue facing CSD is that most of the correctional institutions are old and were not built with modern corrections and modern technology in mind. CSD is therefore working on projects to modernise, redevelop or replace ageing custodial infrastructure.

A third challenge is staff 'wastage', especially as experienced staff retire. Gaps in knowledge and experience lead to institutional and organisational risk. Strategies to address this include:

- An Institutional-based Mentorship Programme, introduced in 2011, to ensure experience and knowledge sharing between serving and new staff members.
- Establishment of a Knowledge Management System (KMS) to capture and share job related knowledge in different levels.
- Initiatives to facilitate the passing on of work knowledge, such as knowledge sharing among selected staff members on correctional issues ('Knowledge Cocktail') and a new 'e-Learning Platform System' to facilitate staff learning via CSD Intranet, Internet and mobile Apps.

In order to equip staff with the multi-faceted skills required to meet future challenges, CSD is pursuing four key strategies:

- Increased training to enhance professionalism and expertise.
- Strengthening integrity management for an ethical working culture.
- Ensuring psychological support is available to promote a healthy and balanced lifestyle.
- Reaching out further to the community to boost a sense of belonging and to boost the status and public recognition of corrections.

MACAO (CHINA)

Responsibility for corrections was restructured in Macao (China) on 1 January 2016. Under the restructure, the Correctional Services Bureau took over the responsibilities of the former Macao Prison and Youth Correctional Institution. The Bureau falls under the Secretary for Security.

Responsibility for non-custodial measures and rehabilitation services for released prisoners lies with the Department of Social Reintegration ('DSR'). The DSR is located in the Social

Welfare Bureau (previously it was in the Legal Affairs Bureau). This ensures that the DSR can collaborate more closely with other social welfare units and provide stronger rehabilitation and support services.

The changes are designed to simplify administration, to give a higher priority within government to corrections, to improve staffing, and to achieve better results.

Macao (China) has a land mass is only 30.5 square kilometres and a population of just 648,500. However, it has over 15 million visitors each year, primarily from China. Its main source of revenue is gaming. This has created a complicated social environment with increased opportunities for illegal activities. Although Macao is still a safe place, and the crime rate has remained relatively stable for a number of years, there are signs of a recent increase.

The number of prisoners has risen by around 20% since 2012. In June 2017, there were around 1300 prisoners, and the imprisonment rate was 200 per 100,000 of the total local population. According to the statistics as of June 2017, the majority of inmates are from Mainland China (43%), followed by Macao residents (30%) and foreigners (16%).

According to the statistics as of June 2017, 19% of inmates were on remand and 81% were convicted. Women comprise 15% of the total population. Drug offenders are an area of particular concern and the DSR has been trialling new treatment programs.

The Coloane Prison opened in 1990. It is old and overcrowded. It has been expanded and renovated, but construction of a new replacement prison has also commenced. It is expected to have a capacity of 2,700 when fully operational.

The Correctional Services Bureau has been actively engaging with the community in order to enhance prison-citizen relations. Initiatives include TV programs that showcase the work of correctional officers.

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

The DSR implemented two important initiatives in 2016:

- *A new Case Management Inventory* which assesses risks and needs. The LSCMI (Level of Service/ Case Management Inventory) applies pre-trial as well as post-conviction. It helps the DSR to provide accurate information to the courts, to target offender treatment programs, and to better understand the risks posed by sex offenders and others. Staff have been trained to administer this scheme. DSR is also rolling out a youth-focused assessment, the YLSCMI (Youth Level of Service/Case Management Inventory).
- *Enhanced Supervision Scheme for High Risk Offenders*: a 'High Risk Case Management Team) has been established to identify high risk cases and to provide better supervision and interventions for such offenders.

3. CONCLUSION: 'Leadership in Rehabilitation'

Fiji chose 'Leadership in Rehabilitation' as the guiding theme for the 2017 conference. The presentations on Agenda Item One showed that this was a very appropriate and meaningful theme.

Fifteen years ago, APCCA focused mainly on matters of security, safety and staff training. Now the primary focus is rehabilitation and reintegration. Across the region, everyone is strongly committed to building a prison system that rehabilitates and reintegrates offenders, and does not just hold them apart from society. The ultimate goal is to ensure the offender returns safely to the community and does not return to prison. Better reintegration means a safer society. And, community corrections, not just prisons, are important to achieving these goals.

Obviously, there are differences between the various jurisdictions. However, the presentations identified some common factors that are relevant to achieving better corrections and better reintegration:

- A prison environment that is secure, safe humane, decent and positive.
- Different groups of prisoners (such as women and men, transgender people, people with mental impairments, older people, young offenders, and remandees) have different rehabilitation and reintegration needs. It is important to match services and programs to those needs.
- In order to develop and target programs appropriately, it is important to understand the profile of prisoners, and to respond to any changes. The following trends are apparent across the region:
 - In many countries, prisoner numbers are increasing and prisons are increasingly overcrowded.
 - Across most of the region, the number of women in prison is rising – often at a faster rate than men.
 - In many countries, the number of unsentenced prisoners is rising particularly fast. (However, some countries that traditionally have very large numbers of unsentenced prisoners, such as India and Sri Lanka, have started to reduce numbers).
 - Some countries (notably Japan and Singapore) have low recidivism rates overall, but are facing the problem of multiple recidivists, who keep re-offending.
 - Across most of the region, the number of aging prisoners is growing.
 - In some countries (including Japan, Korea and Vietnam), the number of younger prisoners has declined, but their needs remain high.
 - Across the whole region, mental health remains a very significant issue amongst the offender population.
- Staff who work in corrections (in the community as well as in prisons) need to be professionalised. They need additional specialised training to be able to manage different prisoner cohorts and to see their role as including the community.
- Better reintegration outcomes can be achieved by engagement with community organisations and the not-for-profit sector.

It is clear that every country has achieved significant improvements over the past 25 years. However, everyone also recognises that there are still many opportunities and much to learn from each other.

AGENDA ITEM 2:

Embracing technology in rehabilitation, prisoner management and prison design: striking the right balance between technology and people

1. INTRODUCTION

Prisons are a 'human' environment, and positive interaction between offenders and staff is essential to achieving good correctional outcomes. Technology can never completely replace this. However, it does offer opportunities for efficiency, effectiveness and innovation. It can allow staff to be freed up from mundane tasks so they can focus on rehabilitation.

Areas where technology offers benefits include:

- Improved security at prisons and other facilities through perimeter detection systems, facial recognition technology, and centrally-controlled electronic locking.
- Improved safety of staff and offenders by using CCTV monitoring, digital lapel cameras to record incidents, or movement tracking devices.
- Better monitoring of offenders in the community through 'home detention' monitoring, GPS tracking devices, and mobile phone 'apps'.
- More effective offender management through computer-based offender information systems, use of 'tablets' by staff, and computers or ATM-style 'kiosks' that allow offenders to obtain information.
- Improving prisoner rehabilitation by access to computers, and to digital or on-line education.
- Better reintegration and connection with the community through 'E-visits' with family, using Skype or other technologies, and making on-line job applications.

However, technology has many limitations, costs and risks:

- In some parts of the region, it will not be feasible to introduce new technologies because of remoteness or cost.
- When countries take decisions about investing in technology, it is important to conduct a robust cost-benefit analysis. The full costs must be considered, not just the 'up-front' costs. Full costs include maintenance and repair, staff training, and future upgrades/replacement.
- Staff must be properly trained and then kept up-to date with the equipment they are operating. Poor training will increase risk.

For this agenda item session, delegates were invited to discuss the following:

- Examples of new technology that have been implemented to improve correctional systems
- Challenges in developing and implementing these technologies.
- Whether the new technology has led to greater effectiveness and efficiency.
- Plans to roll out other new technologies over the next few years.

Delegates from Fiji, Canada, China, Hong Kong (China), Indonesia, Malaysia, Singapore, and Vanuatu delivered presentations on this topic. Vietnam submitted a written paper.

2. FIJI

(a) Introduction of new technology in key areas

The presentation from the Fiji Corrections Service ('FCS') showed that new technologies have been introduced to meet its core business in providing security, safety and through care services for its inmates and staff in the following areas:

- Improved security systems
- Working smarter in a safer culture
- Achieve operational effectiveness
- Access to computers
- Online education for inmates
- Video conferencing
- CCTV monitoring systems
- Digital cameras

(b) Benefits

The implementation of new technologies in the above areas have benefited the prison staff, the inmates and their families in the following ways:

- Frequent family visitation through video conferencing.
- Inmates are able to participate in online education.
- Proper and safer management of prison facilities through improved security systems and CCTV monitoring systems.
- Enhancement in organisational relationships.
- Development of laws on the use of technology in prisons.

(c) Future plans

The introduction of new technologies in Fiji's prisons has resulted in improved performance in corrections in providing security, safety and through care services. For the future, the FCS has plans to expand new technology throughout its correctional facilities.

3. CANADA

The novel presentation from Correctional Service Canada ('CSC') touched upon how technological innovations of today may transform the face of correctional jurisdictions of tomorrow. The presentation gave an abstract/conceptual view on the possible benefits that emerging technologies may offer to corrections in the future.

(a) Annual imprisonment costs versus community supervision costs

In 2017, CSC reported that it had a total of 22,882 offenders (14,310 in federal custody and 8,572 under community supervision). It is four times more expensive to accommodate an offender in an institution compared to community-based supervision.²⁵

Canada identified the eight emerging technologies in offender management:

- Wearable technologies
- Tablet computing
- Virtual and augmented reality
- Artificial intelligence
- Global Positioning System ('GPS') spatial mapping and Geographic Information System ('GIS') technologies
- 3D Printing and Rapid Prototyping
- Biometrics

Quite a number of countries in the Asia-Pacific region are exploring or implementing these technologies, which are constantly improving. The thought-provoking question raised by CSC was: *"How do we as technology enablers leverage and facilitate these technologies to inspire a new way of doing business?"*. Put simply, if we could release the offender into the community earlier through technology, there are significant opportunities to improve offender outcomes, create operational efficiencies, and reduce recidivism.

(b) Case Scenario: Using wearable technology and/or tablet computing

CSC gave an example of how new technology can be used on 'Offender O', with the following profile:

- Background: High school educated; non-violent offender with a history of substance issues and a victim of abuse.
- Sentence: Community-based supervision (milestone-based instead of time-based).
- A focus on Rehabilitation, Education/Skills Development, and Restorative Justice

Offender O's profile may render him a suitable candidate for using wearable technology or tablet computing technology:

- By applying *wearable technology*, it may be possible to connect him to his case manager, trainer and community representative. The technology may be able to monitor his location; set and delivers activities; give warning about certain behaviours; and send signals for help.
- *Tablet computing* may assist in rehabilitation planning to meet deadlines; skills development and training; and monitoring.

(c) Virtual Reality and Augmented Reality

Virtual reality ('VR') is a computer-generated scenario that simulates a realistic experience. Current VR technology most commonly uses VR headsets or multi-projected environments,

²⁵ It costs about CAD\$116,000 per year to accommodate an offender in custody, whereas it costs CAD\$31,000 per year for an offender under community supervision. .

to generate realistic images, sounds and other sensations that simulate a user's physical presence in a virtual or imaginary environment. The user is able to 'move around' in the artificial world and interact with virtual features or items. *Augmented Reality* ('AR') systems may also be considered a form of VR that layers virtual information over a live camera feed into a headset, or through a smartphone or tablet device.²⁶

Canada's presentation showed the possible ways in which VR and AR can enhance training for offenders and staff by increasing the accessibility and variety of training opportunities. For example, the technology can be used in skills development, culturally-appropriate learning, post-traumatic stress management, and scenario-based rehabilitation.

(d) Artificial Intelligence

Artificial Intelligence ('AI')²⁷ or *Machine Intelligence* ('MI') is intelligence demonstrated by machines, in contrast to the *Natural Intelligence* that is displayed by humans. In general terms, AI is applied when a machine mimics the 'cognitive' functions that humans associate with other human minds, such as learning and problem-solving.

Current examples that use AI include successfully understanding human speech, competing at the highest level in strategic game systems (such as chess), autonomous or driverless cars, and military simulations. However, with all new technological innovations, there are existential risk from AI which should be considered.²⁸

CSC explained now AI can potentially open new opportunities for the effective Case Management of offenders between case workers and parole staff through facilities management, management and business intelligence, release management, and training and facilitation.

(e) GPS and GIS Spatial Mapping

Over the past 10 years, the availability of GPS and GIS technologies to criminal justice agencies has enhanced capabilities in operational management and strategic planning. With GPS and GIS spatial mapping, correctional agencies can now adopt new systems to manage offenders in prisons and in the community:

- GIS spatial mapping tools can equip prison management with better command and control. For example, track disciplinary incidents, visitation patterns and medical information, manage gangs and escape threats, and identify hazardous locations in prisons.
- GPS monitoring technology can monitor offenders serving community-based sentences and offenders on parole.

²⁶ See https://en.wikipedia.org/wiki/Virtual_reality for more information about VR and AR.

²⁷ For more information, see https://en.wikipedia.org/wiki/Artificial_intelligence.

²⁸ See https://en.wikipedia.org/wiki/Existential_risk_from_artificial_general_intelligence and <https://futureoflife.org/background/benefits-risks-of-artificial-intelligence/>.

(f) 3D Printing and Rapid Prototyping

Rapid prototyping with 3D printing is the quick, easy, cost effective way to turn great ideas into successful products.²⁹ Both technology can be used in prisons:

- Offers practical opportunities for inmates to learn about repair, installation and custom fabrication and work experience in these areas.
- Provide vocational skills training for inmates.

(g) Biometric technology

Over the years, advancement in biometric technology has enabled it to be used for many purposes. 'Biometrics' are biological measurements particularly suited for identification purposes due to each person's unique fingerprint, facial measurements, DNA or gait. Thus, biometric identification authenticates secure entry, data (such as health and substance use) or access via human biological information.

Some biometric technologies currently being used in some countries include iris scanning; health and substance monitoring; palm and wristband monitoring; and location monitoring and parole management. Biometrics provides a wealth of opportunities such as inmate and visitor authentication; health monitoring; tracking; institutional access; and control.

(h) The way forward for Canada

Canada's presentation provided 'food for thought' on the possibilities of using new technologies in corrections. The cost of incarcerating an offender is high and correctional departments are turning to community-based sentencing options to reduce costs and prison overcrowding. However, the offender's risk of re-offending and the protection of community safety are importance factors when considering the offender's suitability for a community-based sentence.

Thus, placing an offender in the community earlier (whether on a community-based sentence or on parole) by using suitable technology, can open the door to significant opportunities to improve offender outcomes, create operational efficiencies and reduce recidivism.

4. CHINA

The presentation from China was on the application of its new *Prison Construction Standards* in the construction and refurbishment of the prisons in Tianjin, to promote offender correction.

²⁹ See https://en.wikipedia.org/wiki/Rapid_prototyping for more information. Rapid prototyping is a group of techniques used to quickly fabricate a scale model of a physical part or assembly using three-dimensional computer aided design data. Construction of the part or assembly is usually done using 3D printing or 'additive layer manufacturing' technology

(a) Prison Construction Standards 2001: The background and principles

- *Background*

In China, the Prison Administration Bureau, Ministry of Justice is responsible for the management of sentenced prisoners.³⁰ In 2001, as a result of the joint collaboration of the Ministry of Justice and the Ministry of Housing and Urban-Rural Development, the Government issued a *Prison Construction Standard* document. The aim was to implement a new standard for the design and construction of prisons in the country.

As a result, over the past 20 years, the construction of China's prisons saw an unprecedented era of immense change and development. China reported that in 2017, there were 680 prisons on mainland China including 38 women's prisons and 31 juvenile correction centres accommodating over 1.6 million inmates, of whom 116,000 were females and 7,000 were juveniles.³¹ There were 319,000 prison police officers in total.

- *Underlying principles in the construction of the prisons in Tianjin*

Since 1997, ten of the 12 prisons in Tianjin have either been newly built or undergone expansion and/or refurbishment at a cost of over 3.1 billion RMB (about US\$0.46 billion) and a total construction area of 510,000 square metres.

These prisons have been constructed to comply with the *Prison Construction Standards*, security requirements and to provide offender correction in accordance with the following principles:

- Prison construction should harmonise with the development of the local community.
- Prison construction should focus on the delivery of offender correctional services.
- Prison construction should focus on the maximisation of resource sharing advantages.

These principles are explained below with reference to the constructions of the prisons in Tianjin.

(b) Principle 1: Prison construction should harmonise with the development of the local region/community

Tianjin is located in the North China Plains which has flat terrain and is relatively rich in land resources. Thus, the construction and refurbishment of these prisons took into consideration the following factors:

- The region's history, geography and architecture.
- The region's economic, social and cultural development.
- Compliance with the local social development planning law.

³⁰ The Ministry of Public Security is responsible for pre-trial detainees and persons in administrative detention.

³¹ In 2016, China had 674 prisons in total. There were 606 prisons for male prisoners, 37 women's prisons and 31 juvenile correctional facilities.

Tianjin's total municipal population is over 17 million. Tianjin (together with Beijing, Shanghai, and Chongqing), is one of China's four municipalities, and is thus under direct administration of the central government.



China: Architecture in Tianjin city

Tianjin has a history of over 600 years with rich cultural and architectural heritage. There are thousands of buildings with a blend of western, Chinese, ancient and modern architecture. Over 250 beautifully preserved European-style houses, municipal buildings and churches in Five Great Avenues (Wǔdàdào) reflect 19th and 20th century architecture and occupy 1.3 million square metres. To complete the mix, on the two banks of the Hai River, Ming and Qing architectural styles have also been preserved, and juxtaposed with contemporary Chinese architecture and the city's many modern skyscrapers.

The 12 prisons in Tianjin cover a large area and are conveniently situated close to transportation services. Thus, choosing suitable prison sites that comply with the regional social development planning laws was critical. In addition, the prisons were designed to reflect Tianjin's unique architectural and cultural features.

In 2016, China hosted APCCA in Tianjin. During the conference week, the delegates saw the unique architecture of the buildings in Tianjin city. As can be seen in the photographs above, the perimeter of Tianjin Prison is beautifully landscaped to blend in with the surrounding greenery and building in the community.



China: Tianjin Prison conforming with the local architecture (left) and the surrounding area (right)

Internally, the prisons have been designed to meet the offenders' needs and to adhere to the traditional culture. For example, certain areas are separated in accordance with Chinese traditions, and to promote a good prison environment for offender correction, rehabilitation and mental health.

(c) Principle 2: Prison construction should focus on the delivery of offender correctional services

The prisons have been designed to meet two purposes:

- To ensure prison safety and security (includes dynamic, physical and procedural security).³²
- To incarcerate and rehabilitate the inmates through correctional, educational and cultural programs. It is important that the prison design takes into consideration the physical and living environment to deliver offender correction and rehabilitation. Thus, each prison in China has the following facilities:
 - Separate buildings and areas for skills learning, skills training and education.



China: Computer room, skills training room and teaching room

- Separate areas such as literacy classroom, psychological counselling room, chess room, an arts room for painting and calligraphy, and an emotional vent room.



China: Dance and art classes

- Facilities that protect the rights and interests of the inmates to deliver educational, medical and health services, and recreational and sporting activities. For example, the cells have been designed to ensure ventilation and adequate lighting, and the living conditions meet the required health standards.

The inmates participate in recreational and sporting activities, and the garden-like landscape promotes their mental well-being. Efforts are made to ensure that the inmates have access to medical services in a timely manner.



China: Bright and well ventilated cells; a prison hospital

³² For more information about dynamic, physical and procedural security, please see N Morgan and I Morgan, *APCCA Report 2012*, at http://www.apcca.org/uploads/APCCA_Report_2012.pdf under Agenda Item 3.

coupled with the implementation of correctional measures have assisted ex-prisoners to become law-abiding citizens and have achieved safety, social harmony and stability in the community.

During APCCA 2016 in Tianjin, delegates visited Tianjin Prison, Ligang Prison and Changtai Prison which are part of the Prison Town in the Xiqing District of Tianjin:

- The delegates observed members of the Task Force simulating an emergency response performance.
- The delegates visited the three prisons in rotation. They saw the facilities and amenities, including the offenders doing calligraphy, woodwork, jade carving and painting.
- The prison authorities collaborate with the relevant departments for the coordinated resettlement of released prisoners. The delegates visited a building with specific features to help the prisoners to readjust to life in the community such as a simulated bank, an ATM which printed paper money, driving simulation, and recruitment and entrepreneurship training.

The presentation from China showed that since 2001, with the introduction of the *Prison Construction Standards*, it has produced a blueprint for the establishment of Prison Towns that ensures security and safety, and delivers offender correction. In addition, the construction and design of the prisons have resulted in cost savings, optimal use of resources and importantly, have met the needs of the offenders in their rehabilitation and reintegration journey.

5. HONG KONG (CHINA)

The mission of the Hong Kong Correctional Services Department ('HKCSD') is to protect the public and to prevent crime by providing a safe, secure, humane, decent and healthy custodial environment, creating rehabilitation opportunities and promoting community education about corrections. Using technology is one method to achieve its mission.

Prisoner Management	Closed Circuit Television System ('CCTV') & Video Analytic System
	Centralized Control of Electric Locks Security System
	Radio Frequency Identification
	X-ray Body Scanner
	Development of Information Technology Systems
Rehabilitation	Use of Video Conferencing Technology for Job Fairs and job interviews
	Mobile Tablet Devices for Translation
	HKCSD Mobile Application
	Handheld Device for Rehabilitation Programs Management System

Hong Kong (China): Types of technology being used

The presentation from HKCSD focussed on:

- Using eco-friendly technology in the redevelopment of two institutions for female persons in custody ('PICs');
- Using technology in rehabilitation and prisoner management (see Table above); and
- Using technology that provides a balance between efficiency, security and impact on the affected parties.

(a) Legislation

Advancement in technology has enhanced the degree of surveillance, security and safety in the institutions, but this has the potential to impinge on the PICs' privacy. To protect a person's right to privacy, the following laws have been implemented which are adhered by the HKCSD:

- The *Hong Kong Bill of Rights Ordinance* ('**BORO**'), Cap 383, *Laws of Hong Kong* incorporates provisions of the International Covenant on Civil and Political Rights applicable to the local context. When introducing new technology in the institutions, the HKCSD observes the human rights issues such as right to life and protection of privacy enshrined in BORO.
- The *Code of Practice on CCTV surveillance*³³ provides that due consideration be given to ensure that the installation of CCTs does not infringe the individual's personal privacy.
- The *Code of Practice* provides that due consideration be given regarding the purpose and manner of collecting personal data, its accuracy, the duration of retaining such data, and using such data.

(b) Eco-design redevelopment project of two institutions for female inmates

Recently, two institutions for female PICs have been redeveloped to incorporate eco-friendly designs that respect the surrounding environment. The eco-friendly designs include greater use of natural daylight and ventilation; installation of solar panels for renewable energy; and using green roof design and natural wind shaft to reduce indoor temperatures.

This redevelopment project has won two prestigious awards in recognition of the application of 'green strategy' and for the effective working partnership between HKCSD and the Architectural Services Department.



Hong Kong (China): Natural wind shaft and green roof to lower indoor temperatures

³³ Issued by the Privacy Commissioner for Personal Data, Hong Kong (China).

(c) Technology in prisoner management

Creating a good balance requires selecting the right type of technology that respects the rights of the PICs, the staff and the community. This takes into account providing secure custody, efficiency and public safety on the one hand, and respecting human rights, privacy and health concerns of the parties involved. For prisoner management, the HKCSD uses the following technology:

(i) Closed Circuit Television system ('CCTV')

CCTVs provides full time and wide range surveillance. It is common for CCTVs to have Video Analytic System and Intrusion Alert Message for detection of intruders. Improvements in these systems have resulted in better outcomes:

- Right to privacy. Toilets and shower rooms are excluded from CCTV surveillance.
- Conspicuous notices are placed where there are CCTVs.
- Better surveillance and faster response to incidents.
- Higher security levels such as authorised access only, encryption on CCTV data, and centralised control of CCTV data disposal.

(ii) Electric Locks Security System ('ELSS')

Manual locks have been replaced with the ELSS which works in conjunction with CCTV and call bell under remote access control of all locking and unlocking operation. In 2014, the HKCSD won a special entrepreneurial innovation award for its ELSS design.

The advantages of the ELSS include the following:

- *Staff resources:* The ELSS is centrally controlled and saves resources and time. Staff can be re-assigned to other duties such as rehabilitating the inmates.
- *Higher security:* Manual keys for gates are obsolete. This has reduced risks such as losing keys and assaults on staff to obtain keys for escape.
- *Right to life:* In an emergency situation (such as self-harm and health situations), the gates can be locked or unlocked for the staff to attend swiftly to save lives. This addresses the PICs' right to life stated in BORO.

(iii) Radio Frequency Identification ('RFID')

Occasionally, staff have inadvertently taken important instruments or weapons out of the institution. To minimise the occurrence of inadvertence, the HKCSD has been using RFID, with great success.

(iv) X-ray Body Scanner

The body scanner emits safe energy radiation to obtain instantaneous body images to detect contraband and other items in the body. Instead of rectal and vaginal searches to detect contraband items, a PIC can elect for the X-ray body scanner on a voluntary basis (which was introduced in 2012). Staff are closely monitored through body checks and personal dosimeter as they frequently operate the scanner.

Year	Number of scans conducted	Number who refused scanning	Number of seizures of suspected dangerous drugs in the body
2014	20,279	28	51
2015	25,960	46	23
2016	28,396	39	27

Hong Kong (China): Statistics on the use of X-ray Body Scanner

The body scanner has been effective in combating contraband due to the decrease in the number of dangerous drugs seized from the PICs. The detection of the dangerous drugs has also prevented threats to the PIC's life as immediate surgical intervention could be conducted.

(v) Information Technological systems

Currently, the HKCSD's custodial and rehabilitation operations are supported by eight core operational systems.³⁴ Over the years, IT systems have been evolving rapidly to meet changing demands.

Recently, an Information System Strategy Study was done to assess the state of HKCSD's current IT systems and to formulate its long term IT strategy. The study recommended that the existing systems be replaced due to its age and limited data sharing capabilities. Consequently, funding has recently been secured to invest in the *Integrated Custodial and Rehabilitation Management System ('iCRMS')*.

The iCRMS is an integrated system which enables all data to be held in a single platform for strategic planning in formulating rehabilitation programs, human resource allocation, security surveillance and analysis, and early detection of irregularities.

As discussed above, the personal data of all individuals are protected by law. To safeguard the unauthorised access of personal data, access to iCRMS will be protected by password control and different user levels.

(d) Technology in prisoner rehabilitation

The following technology is being used in prisoner rehabilitation:

(i) Video conferencing

As part of the rehabilitation of PICs, the HKCSD organises more than 40 market-oriented vocational training courses to help PICs to gain new skills. To help PICs to secure jobs before release, the HKCSD jointly organises Job Fairs with commercial business organisations. By connecting the penal institutions with the Job Fair venue via video conferencing, potential employers are able to interview PICs, who will be released in four months, for employment purposes.

³⁴ The eight systems cover penal record, rehabilitation programs, inmate mail information, security intelligence, drug management, urine test records, automated fingerprint identification, and patrol management.

In 2016, 43 business firms from 10 trades participated in the Job Fair, offering more than 800 job vacancies. About 200 PICs were interviewed via video conferencing. This reflected the strong desire of PICs to secure a job prior to their release.

Thus, video conferencing facilitates face-to-face communication between people in different locations. The advantages of video conferencing include the following:

- Saves resources and time as there is no need to escort PICs to attend Job Fairs for job interviews, externally.
- Protects public safety as there is no risk of escape by PICs.
- Protects the PICs' privacy as they are able to participate in external activities without being scrutinised by members of the public.
- Promotes the rehabilitation of the PICs.
- The business sector is able to discharge their social responsibility in providing rehabilitated persons with equal employment opportunities, thereby reducing crimes and building a stable community.

There are plans to extend the use of video conferencing to telemedicine consultations. Research is currently being conducted with the Health Department to conduct psychiatric consultations via video conferencing with suitable PIC patients.

(ii) Mobile tablet devices for translation

Over the years, HKCSD has experienced an increase in the number of foreign nationals from over 80 countries, in its penal institutions. This has resulted in cultural differences and language barriers amongst the PICs and staff.

To overcome these issues, the following solutions have been adopted:

- Official translators are booked in advance to provide assistance to PICs during admission, adjudication and medical appointments.
- Since 2016, to assist frontline staff, mobile tablet devices with text-based translation function, have been available at different locations in each institution. These devices have been pre-installed with translation applications to support 56 languages, including Catalan, Haitian Creole, Latvian, Maltese, Slovenian, Swahili and Urdu.

The use of these tablets are limited to literate PICs. Therefore, HKCSD continues to explore new technology to assist PICs with limited literacy skills.

(iii) Mobile Application – “CSDMA App”

Maintaining family/friends relationships and support is important in the successful rehabilitation and reintegration of PICs. Visiting PICs is not easy as most of the institutions are in remote locations, there is visit quota limitation, and the PIC may be out of the institution at the time of the visiting time (for example, to attend court or medical appointment).

In 2016, over 85% of the general population in Hong Kong (China) has a smartphone. In 2015, the HKCSD introduced a 'CSDMA' mobile App for the PICs' families and friends to check the visiting hours and location of the PICs, before the visit.

To protect the privacy of the PICs, the CSDMA App has the following restrictions:

- Access to the App is limited to the PIC's registered visitors. This requires the PIC's prior consent and verification of each visitor's identity.
- The App provides real time updates on the PICs to facilitate visits from families and friends.
- Information on the App contains only the PIC's limited personal data and location.

(iv) Handheld devices for Rehabilitation Programs Management System

There are different IT systems to facilitate the staff's daily duties, but access to information is available only within the institution. At times, staff have to supervise PICs who are performing work outside the institution.

The handheld device enables staff from the Rehabilitation Unit to retrieve and update information on the Rehabilitation Programs Management System, for operational purposes, when they are out of the office. The device has various safeguards to protect the PICs' personal information. Safeguards include the following:

- installation of an approved system apps;
- internet access is disabled to prevent internet hacking to access the information;
- all data is encrypted and access is password controlled,

(e) The way forward for Hong Kong (China)

Over the coming years, the HKCSD has undertaken and explored the following areas to keep abreast of new technology to provide security and safety in its institutions:

- *iCRMS*: Funding has been secured to replace the existing IT systems with iCRMS. It will support HKCSD's operations in the future amidst technological advancement.
- *Unmanned Aircraft System intrusion*: The risk in the near future is for contraband to be smuggled into prison by drones. In anticipation, the HKCSD is currently exploring ways to detect and stop the drones from flying into the prisons.
- *Virtual Reality technology*: A joint research project with a local university is underway to use virtual reality technology in staff training. This will enable the response of staff to be tested in a controlled and safe environment.

6. INDONESIA

The presentation from Indonesia's Directorate General of Corrections focussed on its information technology policies, and its accomplishments in meeting those policies.

(a) Legislation and reasons for moving towards a correctional database system

Since 2010, there has been a number of decrees, ministerial regulations and agreements regarding the protection of human rights, and high quality law enforcement and justice. In addition, over the past few years, there has been an increasing need for Indonesia to invest in IT systems to support and improve its prison operations.

Thus, in 2016, the Ministerial Regulation No 39 of 2016 called for the establishment of a Correctional Database System. The aim is to improve prison operations, improve staff working environment, create digital storage of information, reduce timelines and alleviate prison overcrowding through efficient admission, remission and release processes, including safety and security.

(b) Correctional Database System: Priorities for 2017 and establishing a Technical Unit

- *Technology development priorities for 2017:*

The priorities for 2017 was to establish a Correctional Database System that covered the following areas:

- Online remission at the Technical Unit ('TU'), Regional Office ('RO'), and Directorate General for Corrections ('DGC').
- Online parole at the TU, RO and DGC
- Digital signature for parole and conditional leave orders
- Public service correctional database system for prisoners, families and lawyers
- Online visitation service (teleconference)
- Online data sharing with eight Ministries and institutions
- Energy correctional database system linked with the state electricity company
- Intelligence correctional database system on processes with security
- Biometric cashless system within prisons and detention centres
- Developing a Disaster Recovery Plan
- Data sharing with the Health Ministry (for example, information on HIV/AIDS)
- Data sharing with national legal development agency to provide legal assistance
- Executive correctional database system
- Real time correctional database system

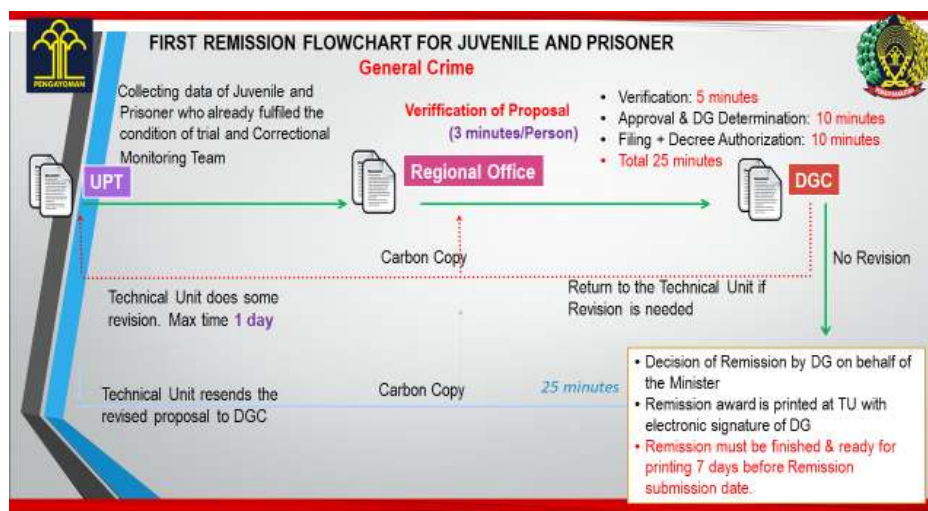
- *Establishing a Technical Unit ('TU')*

In order for the above systems to commence operations, a pre-requisite was to establish a TU by 1 October 2017. The role of the Unit is to validate and upload the necessary information onto the systems, in liaison with the RO and DGC, for data validation.

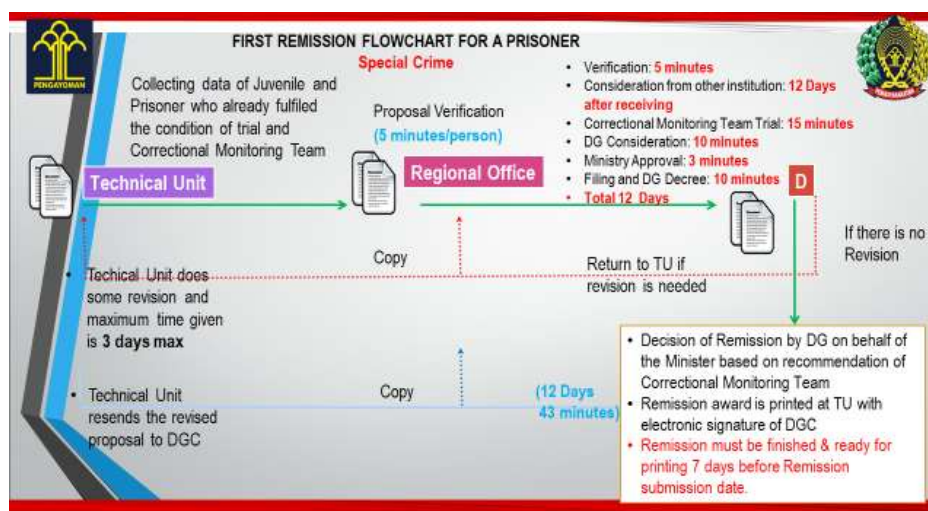
(c) Remission process for juveniles and prisoners

During the session, Indonesia explained how the new IT systems would:

- improve the remissions processes and reduce the timelines for remissions to be granted or refused; and
- generate efficient and effective communication between the TU, RO and the DGC.



Indonesia: Process for first remission for juveniles and prisoners (general crime)



Indonesia: Process for first remission for prisoners (special crime)

The process for second remission onwards, for general and special crimes committed by juveniles and prisoners, is depicted in the diagram below.



Indonesia: Second remission onwards for juveniles and prisoners (general and special crimes)

(d) Parole approval process

Similarly, Indonesia explained how the new IT systems would improve the parole process and reduce the timelines for parole to be granted or refused. Like the remission process, the new IT systems will enable the Technical Unit, Regional Office and the Directorate General for Corrections to communicate effectively and efficiently with each other.

The advantages of having a parole online system are:

- Increased transparency and disclosure of information by the Correctional Service.
- Efficiencies and effective communication and services between the TU, RO and DGC
- Accelerates parole services
- Facilitates monitoring
- Saves costs

(e) The way forward for Indonesia

The presentation from Indonesia showed how the human rights of inmates can be protected by using the Correctional Database System by ensuring the processes that can affect their liberty (such as granting remissions and parole) can be administered quickly and efficiently:

- Within seven days after a juvenile or a prisoner has been received into a detention centre and prison respectively, the Technical Unit is required to complete the requisite documentation of awarding rights to them.
- A time limit is imposed on the Technical Unit, Regional Office and the Directorate General for Corrections to process, verify and grant or refuse applications that affect the rights of the juveniles and prisoners.

For the future, it is anticipated that the Correctional Database System will provide an integrated database system for the exchange of information that will improve its criminal justice system that protects the rights of its inmates.

7. MALAYSIA

The mission of the Malaysian Prisons Department ('MPD') is to continue nurturing productive individuals by providing an effective rehabilitation program in a conducive environment with a strategic re-integration program. The key components to achieve this mission are the people, the infrastructure, the systems and organisation, and technology.

Over the years, the MPD has moved towards a technologically driven prison system due to its strategic intent, resource-planning and investments in embracing technology. This includes implementing technological systems for intelligence gathering and automated processes for improved efficiencies in operations. Thus, Malaysia's presentation was on the application of technology in security, prisoner management, parole and prison design; and the impact and benefits in these key areas.

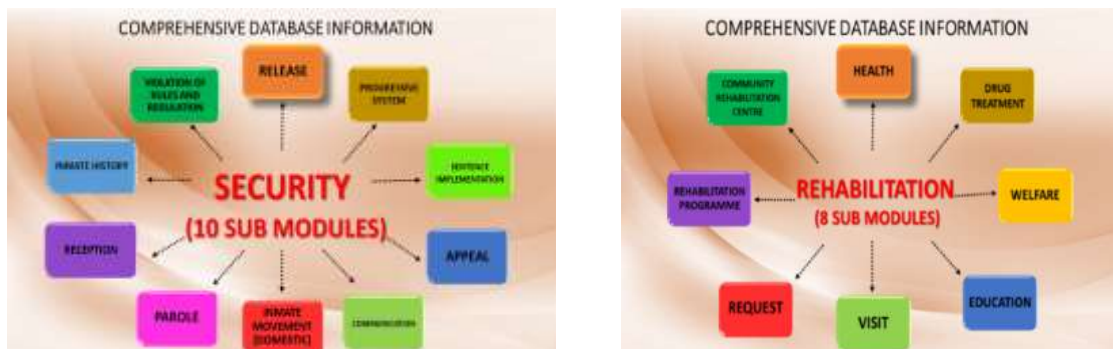
(a) Security systems in prisons

The MPD employs three types of security systems in its prisons:

- **Integrated Electronic Security System ('IESS')**: The IESS provides perimeter detection and security alert through its alarm monitoring, video monitoring and communication systems. The system prevents external intrusion, prisoner escapes and evasion from surveillance.
- **Body scanner**: The scanner takes a full body scan of an individual which is revealed on a screen by video and picture, to detect contraband items concealed in the body.
- **Smart Com**: Smart communications is the latest application in the prisons. Technical devices have been installed inside and outside the prison to conduct investigation, and intelligence operations and analysis. The aim is to prevent undesirable incidents such as escapes, riots, racial tensions, and smuggling of contraband items.

Using the above systems have delivered the safe and secure custody of the inmates, and have save costs due to the effective management of security matters.

(b) Incare Prisoner Management: Comprehensive Database Information System ('CDIS') and Prison Data Recovery Centre



Malaysia: Modules in the Comprehensive Database Information System of each inmate

During the admission process, detailed information of each inmate is compiled into the *Comprehensive Database Information System ('CDIS')* so that an individualised management plan can be devised for the respective inmate. The management plan covers security, rehabilitation, and vocational and industry matters. The diagrams show the modules covered in the respective areas.

During the presentation, the MPD explained how it collaborates with its partners to deliver better services to the inmates through information sharing. For example:

- **International transfer of foreign inmates**: The Police and the Immigration Department have access to the CDIS to facilitate the international transfer of foreign prisoners and to provide accurate information to the respective embassy. However, access is limited to information regarding the foreign prisoners.
- **Inmates under Police Supervision Order**: For inmates under Police Supervision Order, the agencies that can access the CDIS include the Police, the people's Volunteer Corps, National Drug Agency and the Court.
- **Rehabilitation Programs**: The CDIS enables *Rehabilitation Programs* to be devised to meet the individual needs of the prisoners. The types of modules that are offered target the

specific crime. They include modules for sexual offences, drug offences, traffic offences, white collar crimes, organised crimes and general crimes.

The application of the CDIS has resulted in the following benefits:

- Prevents untoward incidents by the inmates;
- Provides a safe and secure environment for the inmates, staff and visitors; and
- Provides the effective delivery of incare services and prisoner management in compliance with the *Mandela Rules*.³⁵

As the information on CDIS is crucial, a *Prison Data Recovery Centre* has been set up at a separate location to back up and recover the information, if required.

(c) Incare Prisoner Management: 'KYKO' Inmates Profiling Instrument

'KYKO' is the acronym for '*know yourself, know others*' adapted from Sun Tzu Art of War. It is an Inmates Profiling Instrument with integrated five dimensional model of personalities to map out the patterns of behaviours and to find solutions to problems caused by human differences.

The KYKO Psychometric Instrument is used for the following purposes:

- Inmate Classification
- Risk Assessment
- Security (for placement/accommodation purposes)
- Rehabilitation (to determine the issues faced by the inmate so that individualised rehabilitation and treatment programs can be devised)
- Parole (to assess the inmate's suitability and readiness for parole)
- Identify the inmate's mental state and mental disorder (so that appropriate mental health services can be arranged)

(d) Incare Prisoner Management: Education

The MPD places great importance in providing the prisoners with opportunities to study via distant learning and tutorial classes conducted by experienced tutors on week-ends. Distant learning is enhanced through interactive learning to create a livelier and tactile learning experience. The MPD reported that there were 30 inmates studying in various disciplines.

To date, a number of prisoners have obtained the following tertiary qualifications:

- Doctorate in Business Administration: 2
- Master degree in Business Administration: 2
- Bachelor of Business Administration: 8
- Bachelor of Political Science: 1
- Diploma in Management: 17

³⁵ For information about the *Mandela Rules*, please see: https://www.unodc.org/documents/justice-and-prison-reform/GA-RESOLUTION/E_ebook.pdf. The *United Nations Standard Minimum Rules for the Treatment of Prisoners* are known as the *Nelson Mandela Rules* in honor of the former South African President Nelson Mandela. The *Mandela Rules* and the *Bangkok Rules* were discussed at APCCA 2015 in Thailand (see N Morgan and I Morgan, *APCCA Report 2015*, at http://www.apcca.org/uploads/APCCA_Report_2015.pdf).

(e) Incare Prisoner Management: Vocational training and industries

As discussed under Agenda Item 4 below, the MPD has made greater use of technology in machines to ensure large scale production of items for sale such as frozen food and bakery products. This has reaped the following benefits:

- Greater exposure to the inmates to be involved in a working environment to increase their chances of post-release employment or setting up their own small business upon release.
- Generated revenue for the government. In 2016, the production of frozen food and bakery items generated an income of over USD\$104,000 and USD\$500,000, respectively.

(f) Incare Prisoner Management: Family Bond

Apart from the telephone, inmates maintain contact and strengthen family ties through video-conferencing. Although video-conferencing cannot replace personal visits from families, it can work well for the following reasons:

- Family members who live far away from the prisons can maintain regular contact.
- Saves travelling expenses.
- A quick method of communication between an inmate and his/her lawyer.

(g) E-wallet Machines for staff

The MPD adopted the 'no cash policy' a few years ago by installing E-wallet machines at the main entrance of the prisons. This enables the prison staff to use pre-paid card for all transactions in the prisons, and prevents malpractices.

(h) Technology to enhance aftercare: 'E-Dosir' system for parole

The parole system was established in Malaysia in 2008. To strengthen and enable a better mechanism of processing the inmates for parole, an 'E-Dosir' system was created to link the MPD with the Parole Board. The E-Dosir is a parole information management system with four modules:

- List of inmates who are eligible for parole including their respective information;
- List of parolees on supervision;
- List of discharged parolees; and
- Reports by the Parole Board on the respective inmates.

Both agencies can access the E-Dosir and share information with each other to strengthen the MPD's aftercare services to the parolees.

(i) Using technology in prison design

As mentioned above, the prisons have been designed to incorporate the IESS. However, due to the constant change in technology, a unit at the Prison Headquarters has been set up to ensure all systems are maintained and kept up to date. This ensures that the systems work seamlessly in tandem to continuously improve security, resilience and efficiencies in the prison system.

In addition, greater use of technology means greater automation of routine processes that will allow prison staff to focus their time and energy to interact more with the inmates in their rehabilitation and reintegration processes.

(j) The way forward for Malaysia

Over the past few years, there has been a paradigm shift in Malaysia's approach in embracing technology in its correctional work. However, embracing technology raises legal, social, operational and economic issues for consideration. Importantly, the MPD is committed to using new technology to improve its correctional work by taking into account the following factors:

- Legitimacy
- Impact
- Cost and budget
- Staff training and deployment
- Reliability and maintenance

8. SINGAPORE

The presentation from the Singapore Prison Service ('SPS') was on leveraging technology towards having a '*Prison Without Guards*'.³⁶ As mentioned in Agenda Item 1 above, the desired outcomes for SPS are to:

- Maintain safety and security in the prisons;
- Improve offender rehabilitation;
- Reduce the incarceration rate; and
- Have greater efficiency and effectiveness

The above challenges can be addressed by transforming SPS into a future-ready correctional service by leveraging on its twinned strategies - '*Prison Without Guards*' and '*Prison Without Walls*' which are part of SPS' *Transformation 2025*.

(a) Driving forces to leverage on technology

The factors that have led to the technological pathway include:

- *Demographics shift*: Between 2015 and 2025, a study revealed that the inmate population aged 55 years and above will increase from about 18% to 25%. This will result in increased demand for assisted living infrastructure, medical services and customised programming to manage aged inmates.
- *Shrinking workforce*: Despite the shrinking workforce, SPS is prepared to conduct its operations efficiently and effectively, in tandem with extending its operations towards community corrections and supervision.

³⁶ '*Prison Without Walls*' targets approximately 3,600 offenders in the community by increasing the number of community work opportunities for them. In addition, support is provided to ex-offenders by offering transitional housing options, increasing employment support and opportunities, and ensuring sustained support from community partners. The aim is to reduce the 2-year recidivism rate.

- *Increasing public expectation:* Over the years, there has been an increasing demand for more transparency in Singapore. Thus, SPS will face greater accountability in the custody of inmates that is safe and secure.
- *Increasing number of inmates who abuse drugs:* The number of drug offences has increased in Singapore and this will increase the recidivism rate over the next few years.
- *Technology:* Digital services and data analytics have become the norm for service delivery in many industries. The development of electronic infrastructure provides opportunities for SPS to design electronic services, streamline processes and offer data for members of the public to co-create services.

(b) What is 'Prison Without Guards'?

Technological innovation involves 'doing more with less'. Thus, 'Prison Without Guards' is a concept that:

- Leverages on technological innovations in order to:
 - Enhance operations effectiveness;
 - Automate routine processes in the Housing Units (see below); and
 - Enable officers to perform other valued duties instead of guarding
- Uses data analytics to identify individual risks and needs in order to deliver differentiated rehabilitation.
- Uses technology and business intelligence to ensure inmate discipline and order. This includes the use of Full Surveillance Coverage, Facial Recognition and Millimetre wave Body Scanner.

The desired outcome is the optimisation of manpower while ensuring safety, security and the rehabilitation of offenders.

(c) Current concept of operations in institutions

The current concept of operations in the prisons in Singapore combines the infrastructure design (which minimises prison security risks) and maximises operational effectiveness. Each prison has the following infrastructure:

- Three or four storeys of Housing Units ('HU').
- Each HU has a control centre, cells, a yard, programming spaces, workshops and other facilities. Most of the inmates' movements and activities are confined within the HU, under close supervision of officers.

Each HU has the following features:

- *Security zoning by direct supervision:* Each inmate is housed according to his/her security needs together with visitors, volunteers, vendors and staff. Some areas of the HU have high staff presence and supervision due to potential threats of high risk inmates.
- *Deterrence through staff presence:* Inmates are guarded/escorted at all times except when they are in their cells. The physical presence of staff detects and deters any smuggling activities or potential fights between inmates.

- *Dynamic security (or intelligence)*: The officers are required to interact with each inmates regularly to assess their frames of minds, emotions and risks (for example, self-harm, fights, gang recruitment, smuggling and escapes) so that the appropriate response can be taken.
- *Manual muster check*: At least three checks are done daily by the officers.
- *Rehabilitation programs conducted by facilitators*: The programs are conducted by SPS psychologists, specialists, and volunteers. The inmates are escorted to the counselling rooms and are supervised during the sessions, to maintain security and safety. Due to limited budget and number of counselling rooms, and staffing availability, the inmates are locked down 12 to 13 hours each day.

The Table shows the difference between the current concept of operations ('**current CONOPS**') and the concept of operations for '*Prison without Guards*' ('**transformed CONOPS**').

CURRENT CONOPS	TRANSFORMED CONOPS
Security zones by Direct Supervision	Security zones maintained with Smart Technology
Deterrence through Staff Presence	Deterrence through Surveillance and Quick Response
Dynamic Security	Information Driven Dynamic Security
Manual Muster Check	Muster Check with supported Biometric Identification
Rehabilitation by Facilitator-dependent Programs	Access to Wide Spectrum of Inmate-related Services and Rehabilitation Programs via Self-service. Differentiated Regimes with Greater Inmate Self-responsibility

Singapore: Current CONOPS versus Transformed Concept of Operations

The transformed concept uses new technologies within SPS together with ever improving analytics capabilities to future proof SPS systems while providing better insights for better decision-making and automation for all the prisons.³⁷ The transformed CONOPS is discussed in detail below.

(d) Transformed CONOPS: Security zones maintained with smart technology and deterrence through surveillance and quick response

New technology will enable the following to occur:

- *Full surveillance coverage* of areas frequently accessed by the inmates via CCTV and analytics, remotely.
- *Facial recognition* to detect unauthorised access.
- *Video analytics* on CCTVs to detect risk behaviours (such as suicide and misconduct).

The above technology enablers will have the following outcomes:

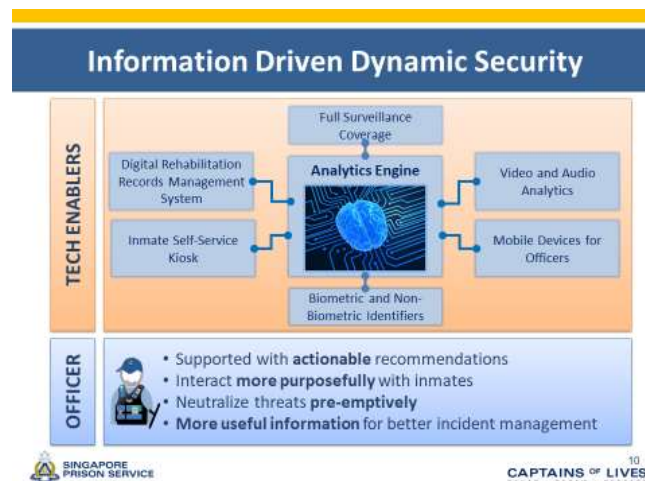
- *Less guarding and escorting duties*. HU will no longer be dependent on staff presence for supervision unless deemed necessary by intelligence information. HU with low risk

³⁷ 'Analytics' is a continuous cycle of understanding and improving business process performance. Organisations that apply analytics to support their decision-making process recognise the potential value of the huge amount of data they are collecting and creating. They then use deep analytics capabilities to translate that potential into real business outcomes.

inmates will have the least number of officers and most instances of unescorted inmate movements.

- *Officers can engage purposefully with inmates:* Inmates' activities will be monitored remotely via CCTV and analytics. This allows more time for officers to engage purposefully with the inmates.
- *Quick response when required:* Adequate number of officers on the ground within the HU will provide immediate response to incidents detected via CCTV and analytics.

(e) Transformed CONOPS: Information driven dynamic security



Singapore: Information Driven Dynamic Security

Through their mobile devices, the officers will receive information collected from various sources including interaction with the inmates, activities taken on the Inmate Self-Service Kiosk and tablets.³⁸ The diagram above shows how information-driven dynamic security can be leveraged by the officers to drive their operational decisions, enhance inmate interaction and incident management, and neutralise threats pre-emptively.

(f) Transformed CONOPS: Muster check supported with Biometric Identification

SPS officers can conduct muster checks quickly through Biometric Identification systems by matching the inmates' identities with the records.

(g) Transformed CONOPS: Access to wide spectrum of inmate-related services and Rehabilitation Programs via self-service

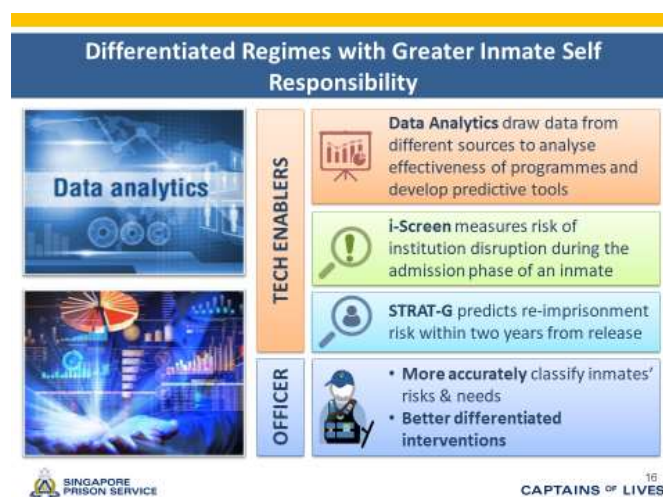
Through the Near Field Communication ('NFC') Technology, inmates will be issued with tablets and a NFC wrist tag for identification to enable them to receive e-letters, e-books, e-news and e-learning via the tablets. Rehabilitation Programs, educational materials and other learning modules can be uploaded on the tablets so that the inmates can access them in their cells. The digitalisation of the inmates' rehabilitation and corrections tools has the following benefits:

³⁸ The tablet shows information such as the book that the inmate is reading, reduction in work allowance, cancellation of visits.

- Enhances security and operational efficiency as hardcopy materials are replaced with electronic copies which mitigates risk of secreting contraband in hard copies, and relieves staff to conduct inmate searches. Officers can screen letters and reading materials.
- Improves communication between inmates and their families via e-letters (easy and quick).
- Supports rehabilitation as inmates can take ownership of their rehabilitation and learning pace. Their motivation to change can be analysed through business analytics based on the inmates' chosen materials.
- The delivery of self-help programming allows inmates to receive treatment without significantly increasing the number of counsellors and trainers, and reduces the number of rooms for counselling and learning. However, high-risk inmates will continue to receive more intensive counselling sessions from specialists.

(h) Transformed CONOPS: Differentiated regimes with greater inmate self-responsibility

The diagram shows how useful data can be collected and analysed via Data Analytics, i-Screen and STRAT-G to provide officers with better insights and awareness so that they can make decisions and respond to situations in a timely manner. The i-Screen was discussed during APCCA 2016³⁹ whilst STRAT-G was discussed during APCCA 2015.⁴⁰



Singapore: Differentiated regimes with greater inmate self-responsibility

The inmates' risks and needs are better identified with the Data Analytic tools for the purpose of their respective security/supervision and rehabilitation needs. For example, inmates with lower risk will be given less supervision and more responsibility to manage their own behaviours and routines. Inmates with lower risk and good prison conduct will have access to more privileges and be assessed for suitability for community supervision earlier than high risk inmates.

³⁹ See N Morgan and I Morgan, *APCCA Report 2016*, at http://www.apcca.org/uploads/APCCA_Report_2016.pdf under Agenda Item 2.

⁴⁰ See N Morgan and I Morgan, *APCCA Report 2015*, at http://www.apcca.org/uploads/APCCA_Report_2015.pdf under Agenda Item 3.

(i) The way forward for Singapore

The potential benefits of having transformed concept of operations can be summarised as follows:

- Operational efficiencies and enhanced sense-making.
- More manpower efficiencies.
- Data analytics will enable officers to make high-level decisions and to respond quickly to situations. However, as there will be fewer officers and specialists in the transformed HU, it is important for the officers to network and support each other effectively.
- Inmates will take on more responsibility to make positive changes.

In late 2017, the transformed Housing Unit model was piloted at one of the institutions. The experience gained will enable the technological solutions and concept of operations to be further fine-tuned and rolled out to the rest of the institution at Changi Prison Complex and Selarang Park Complex.

Importantly, SPS will be able to share with other law enforcement agencies, its experience in collecting data and using data analytics to produce actionable insights. Inter-agency collaboration and sharing will lead to a safer community.

9. VANUATU

The presentation from the Vanuatu Correctional Service ('VCS') showcased the two information management systems that it currently uses:

- Offender Management System; and
- Saperion System

(a) Offender Management System ('OMS')

The OMS is an operational database used to manage the detainees and remandees who are in custody, and offenders serving community-based sentences. The OMS contains information about each individual including:

- Personal and social history
- Types of offences and sentences
- Correctional Centre, rehabilitation and case management reports (such as risk classification, conduct, rehabilitation attendance and performance, managing sentences)
- Probation reports (including pre-sentence reports, pre-release reports, information on rehabilitation performance, suitability for parole consideration)
- Parole eligibility

(b) Saperion System ('SS')

SS is an electronic document management system. The advantages of using SS include:

- Collates and manages all important documents into one spot
- Reduces information repositories
- Easy access to SS by staff irrespective of their location

- Improves staff working practices and collaboration
- Ensures the latest version of the document is being used
- Reduces risk of losing documents
- Ensures compliance

Every document on each offender is uploaded on SS which can be accessed from the OMS. Thus, both systems complement each other to bring about the following results:

- Better service to VCS
- Improves quality of office life for staff
- Improves productivity, effectiveness and efficiencies
- Reduces maintenance costs
- Reduces risk (such as damage or loss of documents)

10. VIETNAM

The paper submitted by Vietnam highlighted the types of technology that have been used over recent years for the management, supervision and rehabilitation of offenders in order to enhance safety and efficacies in corrections. The challenges it faced in applying technology and future plans to introduce new innovations, were also discussed.

There are 53 prisons, 5 rehabilitation centres and 3 juvenile schools under the management of Vietnam's General Department, Ministry of Public Security. There are 69 detention centres under the management of the provincial police departments.

(a) Minimise environmental pollution

To reduce environmental pollution, waste products from the prisons and cattle farming are collected and treated by using new technology before they are released into the air. Organic waste is treated by a biogas system which converts it into fuel for electronic generators in daily living.

(b) Offender management

In recent years, Vietnam has installed new computer software for offender management and rehabilitation purposes. This software has been beneficial for the following reasons:

- Greater transparency in prison operations
- Ensures accuracy, rapidity, efficiencies and professionalism in offender management
- Information is easily accessible
- Saves time and manpower
- Has simplified the approval process by senior staff so that junior staff can implement approved recommendations quickly and efficiently.

(c) Security, inspection, control and supervision in prisons

Recently, Vietnam has installed new technological systems for the security management, inspection, control and supervision at the prisons. The systems include electrical fences

installed at some detention centres, CCTV cameras, mobile phone jammers, screenings for drugs and contraband, medical screening, and smart doors to inspect the inmates.

These systems detected prohibited items (such as mobile phones) hidden in cells, and deterred inmates from violating regulations. The systems have provided greater security and safety for staff, inmates and visitors.

(d) Challenges in introducing new technology

Vietnam recognises the importance and benefits of using modern technology in its correctional work. However, the ability to introduce new technologies has been hampered due to the following challenges/reasons:

- The government's annual funding allocation for corrections is limited, and this restricts Vietnam's ability to purchase new technological systems for its correctional facilities. As mentioned above, Vietnam has 53 prisons, 5 rehabilitation centres, 3 juvenile schools and 69 detention centres. To date, only a limited number of facilities have been equipped with new innovations:
 - CCTV cameras have been installed in only 18% of the total number of prisons and detention centres.
 - Screening machines to detect contrabands during family visits have been installed in 30 prisons.
 - Electrical fences have only been installed in some of the detention centres, but not in the prisons.
 - Only 5% of the prisons have been installed with drug detectors.
 - About 20% of the prisons have been installed with mobile phone jammers.
 - Smart doors have been installed at almost all the prisons, but not at the detention centres.
- The prisons are located in remote areas. The prison staff have limited training and many do not have the necessary skills to use technological systems. There is a danger of misusing the system to the detriment of the department, staff and inmates.
- Many of the prisons are old and need refurbishment. The priority is to refurbish the prisons so that new technology can be installed properly.
- The country experiences high humidity and tropical climate which can negatively affect the performance and durability of technological systems. These systems are expensive and it would be a waste of resources and funding, if they are damaged.

(e) Future plans in Vietnam

Despite the hurdles mentioned above, the future plans for Vietnam include the following:

- To continue to proactively research and apply new technology to minimise pollution and prevent the spread of contagious diseases in its correctional facilities.
- To research into, and adopt methods for the treatment of drug addicts and drug abuse.
- To ensure that prison staff receive the necessary training to use the technological systems that have already been installed in its correctional facilities.

11. CONCLUSION

During this agenda item session, it is evident that correctional departments in the Asian-Pacific region are incorporating technological systems in offender management, rehabilitation and re-integration.

There is no doubt that choosing and investing in the appropriate/suitable technological systems can bring many benefits such as:

- Improved security and safety for staff, inmates and visitors (for example, by using CCTVs, biometrics and body scanners).
- Greater operational efficiencies and decision-making (via business analytics).
- More time for officers to engage purposefully with the inmates.
- Improved rehabilitation opportunities and learning for the inmates (for example, through e-learning and e-books).
- Opportunities to connect with families and friends (for example, tele-visits).
- Greater access to healthcare services (for example, tele-medicine).
- Greater post-release employment opportunities (for example, tele-conferencing for job interviews).
- Greater community partnerships with the business sector (for example, involvement with tertiary institutions to facilitate e-learning).
- Better work environment for staff (for example, digitilisation of documents and improved sharing of information).
- Improved decision-making processes and timelines due to the sharing of information between relevant departments (for example, decisions about release, parole and remissions).

However, technology has many limitations, costs and risks and therefore, the correctional departments in the region are at different stages in implementing new technologies for the following reasons:

- Many countries have limited funding and have other priorities to (such as refurbishing the prisons).
- It is not feasible to introduce new technologies due to the remoteness of the region.
- The ongoing cost of purchasing, maintaining and upgrading technological systems are high.
- Technological systems require human intelligence who have the skills to operate the systems.
- Ongoing costs for staff training is required. Poor training on the use of the systems will increase risks.
- Data that is uploaded on the systems must be accurate and verified. If not, serious risks can occur.
- Setting up new technological systems takes time and effort including liaison with different unit areas, departments and Ministries.
- As technological systems contain personal and confidential data, restricted data access must be set up including data back-up. This can be costly.

To a certain extent, technological systems enable correctional departments to ‘do more with less’. However, when correctional department take decisions about investing in technological systems, it is important to consider the following issues:

- That a robust cost-benefit analysis is conducted to justify the investment.
- That the systems have been selected to meet the needs of the department, staff, inmates and other relevant parties.
- That the systems commence operations in a timely manner by trained staff (as technology changes quickly).
- That a right balance is maintained between using technology and providing human contact to the inmates. Human contact/interaction is important for offender management and for the successful rehabilitation and reintegration of the inmates.

Technology evolves constantly. Therefore, embracing technology in corrections will no doubt, be a topic again in the near future. It will be an opportune time for countries such as Canada, Hong Kong (China), Malaysia and Singapore to share their experience with other countries on how they have maximised their spending budget on new technological systems, and the types of systems that they have invested in, in a sequential and smart way that met their respective needs.

AGENDA ITEM 3:

Initiatives in community-based sentences and post-release reintegration: what is working well, and how to engage with family and the community

1. INTRODUCTION

All prisoners have come from the community and almost all of them will return to it. Prisons should therefore be seen as just one element of the modern corrections system. Community based sentences and post-release supervision have a critical role to play.

Imprisonment is expensive and causes social and economic disruption. It should therefore be used only if there is no other viable alternative because of the seriousness of the offence or the need for community protection. Community-based sentences allow judges to punish an offender in the community, usually by requiring them to be supervised or to undertake unpaid community work. Modern tracking technologies offer potential for community sentences to be used more widely.

Examples of community-based sentences include Community Service Orders (where offenders do unpaid community work) and orders that require offenders to report to the authorities and undertake counselling or programs (such as Probation). If offenders breach the conditions imposed by the court, they are likely to be sent to prison. In some countries, community-based sentences are the responsibility of a different government department from prisons. However, it is increasingly common for there to be '*Corrections Departments*', with responsibility for both prison and community based sentences.

Post-release reintegration is also a growing focus across the region. It occurs in two ways:

- Prisoners may be 'conditionally released' before the end of the full prison sentence, on home detention, or on parole, or to undertake community work. If they fail to comply with the conditions of release, they can be returned to prison.
- Voluntary/optional programs may be made available to people after they have completed the sentence imposed by the court.

For this agenda item session, there were presentations from Fiji, Hong Kong (China), Malaysia, Mongolia, Singapore, Solomon Islands and Vanuatu. Vietnam submitted a written paper.

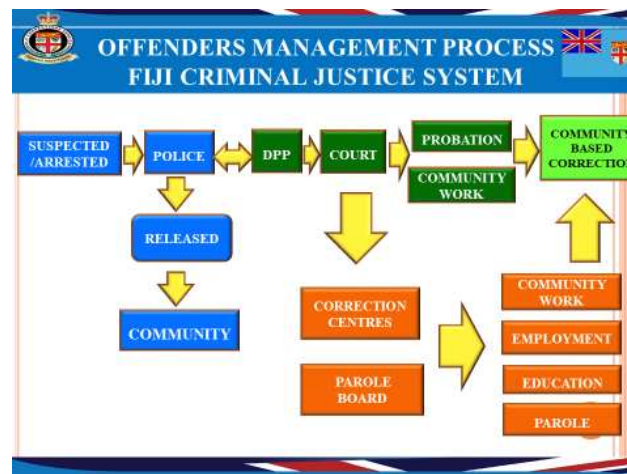
2. FIJI

The Fiji Corrections Service ('FCS') presented on its community-based sentences and post-release reintegration initiatives, including those which were working well.

(a) Community-based sentences

The chart shows the criminal justice system in Fiji. Every effort is made to divert offenders away from the criminal justice system and to impose sentences of imprisonment only as a last resort. The 'front end' community-based sentences include:

- Probation: This is managed by the Ministry of Women, Children and Poverty Alleviation under the Probation and Offenders Act 1994.
- Community Work Orders: These Orders are governed under the Ministry of Defence Community Work Act 1954.



Fiji: The criminal justice system

(b) Early Release Schemes, Parole and monitoring processes:

Early Release Schemes: Only prisoners who have a remaining sentence of 12 months or less and have good prison conduct, may be considered for release under the *Early Release Scheme* which has three value systems: Religious Beliefs; Cultural, Traditions and Customs; and Family Values.

Detailed information about Fiji's Early Release Schemes is available in the *APCCA Report 2016*.⁴¹ In summary, there are five types of early release schemes:

- *Short Term Release:* The release period is for seven to 14 days and applies when a prisoner has family obligations to fulfil or to attend a funeral provided they are next-of-kin.
- *Week-end Release:* Throughout their time in prison, Fiji's prisoners undergo continuous risk assessments and suitable prisoners are allowed home visits. Suitable prisoners spend the week-end with their families but must return to the prison by 16:00 hours on Sunday.
- *Education Release:* About 20 prisoners have been released to attend carpentry and joinery courses at Fiji National University.
- *Community Work Release:* Community work opportunities are obtained through various agencies, community leaders, church groups and family members.

⁴¹ For more information on the Early Release Scheme, please see N Morgan and I Morgan, *APCCA Report 2016*, at http://www.apcca.org/uploads/APCCA_Report_2016.pdf under Agenda Items 4 and 5.

- *Employment Release:* Confirmed job placement from the employer/agency is a pre-requisite to Employment Release.
- *Job Placement:* Inmates who are guaranteed full-time employment are released in the morning and picked up in the afternoon. An agreed stipend is payable and follow up is mandatory.

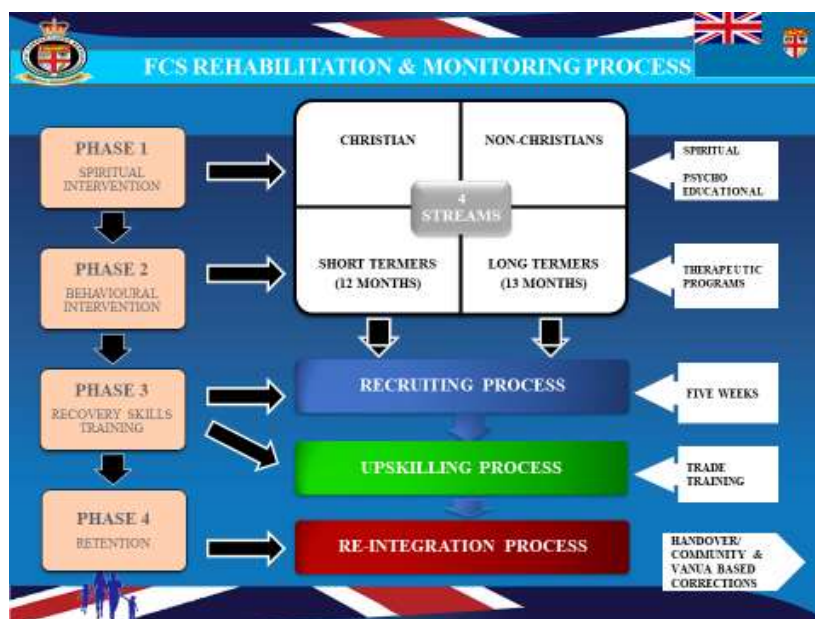
Parole: Apart from the above scheme, eligible inmates may be released on parole.

Pre-release monitoring process: Prior to releasing inmates on the Early Release Scheme and parole, correctional officers would conduct home visits and consult with the inmates' family members. The purpose is to assess the suitability of the home environment and to discuss the importance of family support for the inmates' successful reintegration into the community.

Post-release monitoring process: Released inmates are visited regularly by officers at their homes, places of employment and at educational institutions.

(c) Fiji's Rehabilitation Program

The four-stream Rehabilitation Program was set up under the *Fiji Corrections Act 2006*. It has grown in strength due to the *Yellow Ribbon Project*, an Awareness Campaign to encourage community members to support offenders, and dedicated funding from the government. Detailed information about Fiji's Rehabilitation Program is available in the *APCCA Report 2016*.⁴²



Fiji: Four-stream Rehabilitation Program and Monitoring Process

As shown in the diagram, the Rehabilitation Program has four phases. Family and religion form the foundation of the program, and programs for spiritual empowerment play a central role. As part of the reintegration process, prisoners are released into the community with support. Preparation for their release include home visits. For some prisoners who are not

⁴² For more information on the Rehabilitation Program, please see N Morgan and I Morgan, *APCCA Report 2016*, at http://www.apcca.org/uploads/APCCA_Report_2016.pdf under Agenda Item 5.

able to return home, a halfway house has been established to provide temporary accommodation for them.

(d) Re-entry Programs – *Operation Solesolevaki* and *Rakiraki Work Camp*

In Fiji, inmates participate in Re-entry Programs which require them to work in the community (such as at parks and hospitals). The inmates also assist in supporting government initiatives, such as sugar cane cutting and cleaning up tasks after natural disasters. The program prepares inmates for a better life after release. Two key initiatives that have been working well are *Operation Solesolevaki* and the *Rakiraki Work Camp*.

- ***Rakiraki Work Camp***

In 2012, the Fiji Corrections Service introduced the Rakiraki Work Camp for low risk inmates who are towards the end of their sentences. The Work Camp is based at an old building belonging to the Fiji Sugar Corporation. It has capacity for 47 inmates and 14 staff. Inmates attend the work camp for six months. Each working party has 10 to 15 inmates who are supervised by two officers. An average of 15,264 tons of cane is harvested each year with an income of about FD\$205,700 (about US\$99,550). After all expenses have been deducted, 60% of the balance is shared between the inmates and 40% is reinvested to start a new cane cutting season.

The cane harvesting at Rakiraki Work Camp brings the following benefits:

- Contributes to Fiji's economy as sugar cane is one of its major commodity exports.
- Increases the inmates' self-esteem, ownership and responsibility when working at the camp.
- A share in the proceeds of sale assists inmates to start a new life upon release.

- ***Operation Solesolevaki:***

One key element of '*solesolevaki*' is that the inmates have to do community work. The aim is to restore their lives and to rebuild community bonds. This seeks to re-establish the relationship between the offender and their '*vanua*' (village/community), the church and the general community. This reflects Fiji's custom.

For example, the inmates work together in the villages to clear fields for planting crops and to clear forests. This is based on the concept that 'many hands make light work'. Working in the villages helps to educate the inmates about their roles and responsibilities to be a law-abiding citizen, and prepares them for a better life after release.

(e) Fiji's monitoring processes (pre-release and post-release)

As mentioned above, *pre-release* monitoring process includes conducting home visits and consulting with the inmate's family. The *post-release* monitoring process involves staff visiting inmates:

- participating in *Operation Solesolevaki*;
- on Employment Release and Employment Release (see above);

- who have been released and are beneficiaries under the Poverty Alleviation Program; and
- who have been fully discharged.

(f) Initiatives

The FCS has implemented the following initiatives:

- *Operation Solesolevaki* (see above)
- Poverty Alleviation Program
- Pre-release Centre or Halfway House
- Sow a Seed Program
- As part of the Yellow Ribbon Project, FCS has launched the Care Network and Through-care Services which are based on the Singapore Prison Service's Yellow Ribbon Program and the CARE Network⁴³
- Currently designing and implementing an Aftercare Program
- Re-classification of Inmates
- Investing on experts through new posting of civilian staff to FCS
- Formulation of FCS Supreme Document to pave the way for the future

(g) The way forward for Fiji

For the future, the FCS will continue to work with the community to achieve the following:

- Maintain security and safety as top priority;
- Raise community awareness to accept released inmates and to give them a 'second chance'; and
- Empower inmates through skills training.

3. HONG KONG (CHINA)

The mission of the Hong Kong Correctional Services Department ('HKCSD') is to protect the community and reduce crime through performing the roles of '*Society's Guardian*', '*Rehabilitation Facilitator*' and '*Community Educator*'. The three important factors in the offender's successful rehabilitation and reintegration are the offender's determination, community acceptance and family support.

Thus, the HKCSD has been implementing integrated and appropriate rehabilitation programs from the time a person enters the criminal justice system and after he/she has been discharged. In recent years, initiatives have been implemented to help released inmates to strengthen family relationships, adopt a healthy lifestyle and obtain professional support even after their supervision periods have ended.

The presentation from the HKCSD was on the ways in which it has engaged the inmates' families and community partners to provide support to the inmates' rehabilitation and

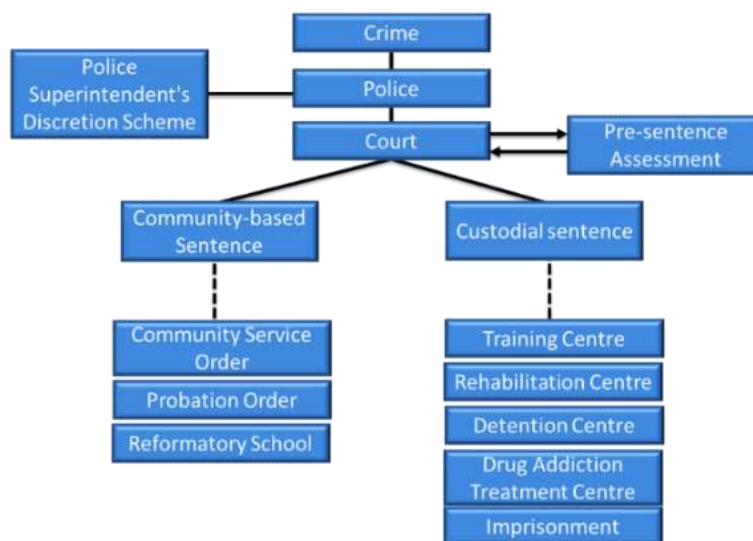
⁴³ For more information, please see <http://www.sps.gov.sg/home>; <http://www.carenetwork.org.sg/> and http://www.score.gov.sg/CARE_network.html.

reintegration process. Their involvement occurs at the pre-sentence stage, during incarceration, and after discharge.

(a) Criminal justice system

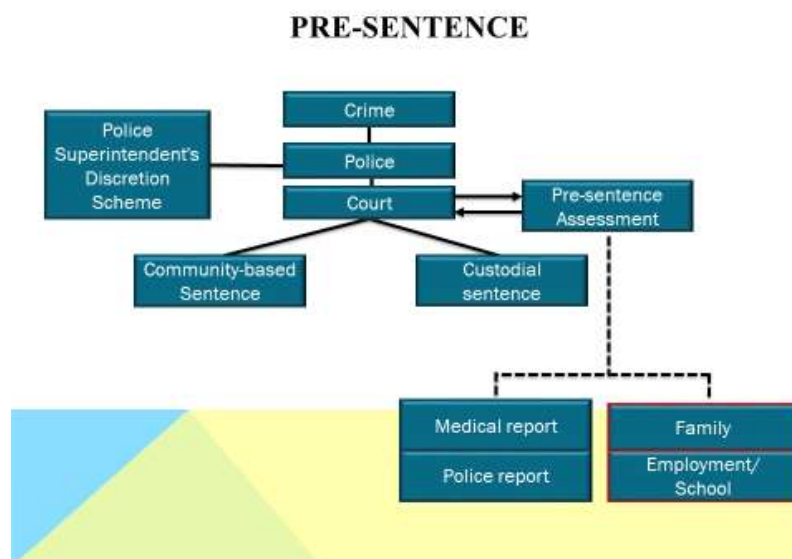
The criminal justice system in Hong Kong (China) is depicted in the diagram. Community-based sentences include Community Service Order, Probation Order and Reformatory School. They are administered by the Social Welfare Department ('SWD'), not HKCSD.

The HKCSD is responsible for inmates serving custodial sentences including their treatment, training and, in some cases, their statutory supervision.



Hong Kong (China): Criminal Justice System

(b) Involvement during Pre-sentence Stage: Preparation of a suitability report



Hong Kong (China): Family and community involvement at pre-sentence stage

To prepare a suitability report for the court, the HKCSD staff will build a rapport with the offender's family as early as possible, by visiting them at home and interviewing them. This

provides the opportunity to clarify questions regarding penal life and difficulties that the family might face. The HKCSD staff may also meet with teaching staff at the offender's school for information about his/her school performance.

(c) Involvement during incarceration period

The following initiatives have been implemented to generate family and community support during the PICs' incarceration period:

- *Inmate-Parent Program* for juveniles to improve family relationships through visits, Parents' Day and Inmate-Parent Group.
- *Financial sponsorship*: Financial aid sponsored by charitable organisations provide a one-off living subsidy to the PICs' underage children from contributions to a Fund.
- *Religious Services*: Chaplains and volunteers provide spiritual support in various faiths (such as Islam, Buddhism, Catholicism, Sikhism, Judaism, Taoism and Confucianism).
- *Rehabilitation Programs*: The HKCSD works closely with various organisations to provide rehabilitation programs to the PICs:
 - Over 2,000 volunteers from 80 NGOs provide counselling services and organise cultural, religious and recreational programs.
 - The annual NGO Forum provides a setting for NGOs to collaborate and share ideas to formulate new rehabilitation projects.
 - The HKCSD Rehabilitation Volunteer Group has 250 members who provide a diverse range of hobby classes for the PICs to interact with the volunteers which strengthens their rehabilitation and reintegration into the community.
- *Education Programs*: Young PICs attend half-day compulsory education programs conducted by 40 qualified teachers. Adult PICs are encouraged to study through self-study or distant learning offered by the Chinese University of Hong Kong, the Hong Kong Management Association and the Open University of Hong Kong.

Financial assistance is provided by the *Prisoners' Education Trust Fund* (established in 1995) and other charitable organisations which various education subsidy schemes. Community partners also make donations to the Prisoners' Welfare Fund and sponsor events organised by HKCSD. A *Certificate Presentation Ceremony* is held to acknowledge PICs who have passed the education and training programs. The community partners and families also attend this ceremony.

- *Caring Employer Scheme*: To increase released PICs' employment opportunities, the HKCSD collaborates with potential employers in various ways:
 - Hosting symposiums with a local university.
 - Holding Job Fairs with the Chinese Manufacturers' Association of Hong Kong and the Merchants Support for Rehabilitated Offenders Committee Limited. Through video-conferencing, potential employers conduct job interviews with the PICs who are located at the various correctional institutions. This helps PICs who are close to their release date, to secure a job.

In 2012, over 600 employers participated in this Scheme with over 1,700 jobs being offered.

- A *Pre-release Re-integration Orientation Course* is provided by an NGO to help PICs to reintegrate into the community with useful information such as social welfare services, legal assistance and mental health services. The course applies to PICs who will not be under statutory supervision upon their release.

(d) Involvement after discharge (during supervision period and post-supervision period)

The Table below shows the statutory supervision periods for the different sentences.

	Length of Sentence	Length of Statutory Supervision
Detention Centre	<ul style="list-style-type: none"> • 1 - 6 months (aged 14 to 21 years) • 3 - 12 months (aged 21 to 25 years) 	1 year
Rehabilitation Centre	3 - 9 months	1 year
Training Centre	6 – 36 months	3 years
Drug Addiction Treatment Centre	2 – 12 months	1 year
Imprisonment (Young PICs)	3 months or above	1 year
Imprisonment (Adult PICs)	<ul style="list-style-type: none"> • 6 years or above; or • 2 years or above for offences relating to violence, sex or triad 	No longer than the remitted part of the sentence

Hong Kong (China): Post-release Supervision periods

To establish a relationship of mutual trust, the supervising officers will meet with their allocated PICs and their families during the final stage of the PICs' incarceration period. Through regular contact, visits, counselling, job referrals and crisis intervention during the supervision period, the supervisees are provided with the support needed to lead a crime-free and decent life. However, a breach of the conditions in the supervision order may result in the supervisee being returned to custody.

HKCSD's *Continuing Care Project* ('CCP') is unique as it provides continuing care to supervisees who have completed their supervision period but have been assessed to require further counselling services. This cohort is referred to seven NGOs which specialise in providing such support to women, those with drug abuse history and/or family issues. Since its inception in 2004, more than 2,900 referral have been made with a reduction in their recidivism rates.⁴⁴

(e) New initiatives in Post-release Reintegration

The three important factors in offender rehabilitation are:

- The PIC's determination to change for the better (the most important factor);
- Family support; and
- Community acceptance.

Thus, the HKCSD has invested in new initiatives to motivate the offenders to turn a new leaf, gather public acceptance, and build close family relationships:

⁴⁴ In 2014, the recidivism rates of CCP participants and all PICs discharged were 7.2% and 25.9%, respectively.

- (i) *Publicity activities:* New publicity activities include television shows, documentary-drama television series, and activities with the District Fight Crime Committees have helped community members to understand the plight of rehabilitated PICs, their reasons for offending, and their efforts towards rehabilitation.
- (ii) *Consultancy Study:* Between September 2016 and July 2017, a consultancy study was conducted by the City University of Hong Kong to evaluate the social cost of crime and the cost saved after HKCSD's work in rehabilitation and community education.⁴⁵ It was found that HK\$74.3 billion was saved for the period 2010 to 2015.

The publicity activities and the savings generated from HKCSD's work in rehabilitation and community education have gained further community support and understanding in corrections and how rehabilitation programs can protect community safety.

- (iii) *Positive Energy Map:* Rehabilitated persons, especially young PICs, tend to have less self-motivation, are vulnerable to peer influence and have a narrow social circle when they are released into the community. To resolve this issue, the HKCSD has created a *Positive Energy Map*:

- It is a databank of healthy activities provided by NGOs in the districts such as recreational, personal development, social services and religious activities which released inmates can access.
- The aim is to help rehabilitated persons to build a healthy lifestyle, establish a positive social network and develop their interests and potentials.
- Supervising officers use the Map as a guidebook to encourage the supervisees to participate in healthy activities. The supervising officers would initially accompany the supervisee for enrolment. Thereafter, the individual takes the initiative to approach the relevant NGO to access other services.

At as 31 July 2017, 207 NGOs had provided 981 activities on the Map and 175 supervisees had enrolled on the scheme. Thus, the Map is a proactive method of introducing community members to the correctional arena and to engage them to be HKCSD's community partners.

- (iv) *Family Photo Album:* Young PICs may take up residence at halfway houses after their discharge. In late 2016, the *Family Photo Album* initiative was rolled out at the halfway houses to encourage them to reconnect with their family and to foster a closer relationship.

There are three stages to make the Photo Album:

- Stage 1: Design and make a personalised Photo Album, and recall beautiful memories with family members.
- Stage 2: Plan activities with family members and take photographs. Think about current support and enhance family relationships.
- Stage 3: Set future goals in writing. Present the Photo Album to family members upon leaving the halfway house as a form of an oath.

⁴⁵ The calculation was mainly based on the number of crimes reduced throughout the period and the social cost of crimes saved, which are economic or other losses associated with criminal activity (both tangible and intangible) to the society and individuals including victims, offender himself and their families.

During the day, the PICs attend work or school. In the evenings, they are encouraged to take up a hobby such as making a Family Photo Album in three stages. By using narrative therapy, the program helps the residents to understand their problems and to improve family relationships.

(f) The way forward for Hong Kong (China)

The HKCSD will continue its role as:

- The *Society's Guardian* to protect the safety of the community
- The *Rehabilitation Facilitator* of its PICs to help them to reform and to lead a crime-free life upon their release
- The *Communicator Educator* to raise awareness in the community about the difficulties and stigma faced by the inmates, and to seek community involvement in the inmates' rehabilitation and reintegration process.

After years of hard work and great perseverance, the HKCSD has managed to build a solid foundation for its corrections work and has gradually gathered community acceptance and family support in offender rehabilitation.

In addition, the PICs' determination to build a crime-free life, the strong support of community partners and the implementation of the new initiatives (discussed above) have reduced the overall recidivism rate of adult PICs from 39.9% in 2000 to 25.9% in 2014. The recidivism rate of young PICs has dropped from 23.8% to 12.6% in 2014.⁴⁶

For the future, the HKCSD will be undertaking the following tasks:

- Extending the *Pioneer Rehabilitation Project*⁴⁷ to youths in the community to help them develop positive values towards life by raising their awareness on:
 - the criminal justice system,
 - life behind bars through visit to correctional institutions,
 - the negative impact of drug abuse, and
 - listening to PICs about the bitter experiences and consequences of offending and incarceration.
- Researching in targeted areas:
 - Criminal offending behaviour.
 - Ways to generate greater understanding of community members on the cause, detection and prevention of social problems.
 - In late 2016, a local university was engaged, on a two-year consultancy, to explore the reasons of drug abuse by the inmates and the impact of undetected drug abuse problems. The aim is to review and develop the rehabilitation programs at the Drug Addiction Treatment Centre.

⁴⁶ This drop equates to 49.6%.

⁴⁷ See N Morgan and I Morgan, *APCCA Report 2016*, at http://www.apcca.org/uploads/APCCA_Report_2016.pdf under Agenda Item 2 for more information about the Pioneer Rehabilitation Project.

4. MALAYSIA

The presentation from the Malaysian Prison Department ('MPD') was on its community-based sentences and post-release reintegration by engaging with the offenders' families and community members.

(a) Community Service Order ('CSO')

The CSO is an order imposed by the court that requires an offender to perform services or duties for a specified period without any wages, for the welfare agency and the community. It allows the offenders to learn job skills, and at the same time, to repair the harm caused by their actions whilst performing services/duties that benefit the communities in which they live.

The relevant statutes that set up the mechanism and the operative facilities for the implementation of the CSO are:

- *Offenders Compulsory Attendance Act 1954* (see below);
- *Criminal Procedure Code*;
- *Child Act 2001*; and
- *Drug Dependents (Treatment and Rehabilitation) Act 1983 (Act 283)*.

With young offenders (aged between 18 and 21 years), the court will issue a CSO as an alternative to a custodial sentence for those involved in petty crimes such as fighting and stealing. Since 2008, the CSO program has successfully turned young offenders into a new leaf. The CSOs are administered by the Welfare Department.

(b) Compulsory Attendance Order ('CAO')

The Compulsory Attendance Order is set out under the *Offenders Compulsory Attendance Act 1954 (Act 461)* and was implemented in 2010. In essence:

- The CAO applies to first-timers who have been convicted of minor offences. The CAO allows them to community work which will not affect their existing jobs.
- The court can make a CAO requiring the offender to attend a specified Compulsory Attendance Centre every day for up to three months maximum, to undertake compulsory work for up to four hours maximum per day.
- The offender will be supervised by an officer at the Compulsory Attendance Centre.
- The offender performs work for the benefit of the community and also attends a rehabilitation program. Examples (which are similar to the CSO) include:
 - Specified work at recreational parks and playgrounds.
 - Cleaning public facilities.
 - Specified work at places of worship, welfare houses and orphanage.
 - Attend motivational classes, lectures, career talks or short term courses.
- The CAO is under the management and administration of the MPD.

(c) Police Supervision Order (post-release)

The length of a prison sentence may be reduced by the imposition of a Police Supervision Order under the *Criminal Procedure Code*. Immediately after serving a sentence of imprisonment, an offender can be ordered to be subject to the supervision of the police for not more than three years or not more than one year, depending on the jurisdiction of the court issuing the order. The offender is to notify the police of any change of address.

(d) Halfway House for newly released inmates (post-release reintegration)

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. Halfway houses operate on the basis of collaboration between the MPD and NGOs. The evidence to date is that the halfway houses have been a successful innovation.

(e) Community-based Rehabilitation Centre ('CBRC')

Community Rehabilitation Programs ('CRP') are run at Community-based Rehabilitation Centres ('CBRC') in Malaysia. This concept was discussed during the conferences held in Tokyo in 2011 and in New Delhi in 2013. Detailed information is provided in the APCCA Reports of 2011⁴⁸ and 2013.⁴⁹

In essence:

- The CRP was implemented in 2011 as a collaborated effort between the MPD and the Malaysian Armed Forces.
- The aim was to establish the CRCs at army camps and to develop a program that could effectively turn inmates into useful and law-abiding citizens before they leave the camp.
- Applies only to offenders who are Malaysian nationals and who have been convicted of minor offences and have less than two years remaining of their sentence.
- A unique program that cultivates the skills of inmates in projects such as farming and fishery which are jointly managed by the prison, agricultural and fisheries departments.
- Currently, there is ongoing collaboration with the Department of Human Resources to provide technical skills such as air-condition maintenance, basic mechanics and basic computer skills, to the inmates.
- Religious classes, family programs and counselling sessions are provided by staff and NGOs.
- The offenders are paid a monthly wage of RM\$200. They are able to use their skills to earn some income when they leave the centre and be accepted by family and the community.
- A 'home stay' styled house is provided in every camp for family members to stay overnight.

⁴⁸ Please see N Morgan and I Morgan, *APCCA Report 2011*, discussed under Agenda Item 5 at http://www.apcca.org/uploads/APCCA_Report_2011.pdf.

⁴⁹ Please see N Morgan and I Morgan, *APCCA Report 2013*, discussed under Agenda Item 4 at http://www.apcca.org/uploads/APCCA_Report_2013.pdf.

Thus, the CBRC has reaped the following benefits:

- An example of smart partnership involving various agencies that reduces costs to the government as part of Malaysia's National Blue Ocean Strategy. The project has resulted in indirect cost savings by utilising army camps and not building new prisons (discussed in Agenda Item 4 below, in this report).
- Alleviated overcrowding in prisons and steered petty criminals away from hard-core criminals.
- The recidivism rate is less than 1% from 12,275 participating offenders.

(f) Parole and Community Service


The parole system was introduced in Malaysia in 2008. The parole system:⁵⁰

- Ensures the continuity of rehabilitation and supervision to protect community safety.
- Facilitates the parolees' reintegration process and reduces social stigma.
- Assists the parolees to obtain employment, housing and financial assistance.
- Alleviates prison overcrowding.
- Reduces the level of overcrowding in the prisons.

To help parolees to obtain meaningful employment, the MPD has implemented the *Corporate Smart Internship for Parolees* ('CSI Parole') to focus on job training programs in manufacturing, plantation, services and construction. The training programs are provided according to the zones in the country (north, south, east and central).

CORPORATE SMART INTERNSHIP FOR PAROLEE (CSI PAROL)			
SINCE 2017, 395 PAROLEES HAVE BEEN IN PROGRAMMES INVOLVING SEVERAL COMPANIES.			
COMPANIES	CURRENT	RELEASE	TOTAL
FELCRA	23	86	109
ALPS	15	42	57
LYPOMETAL	39	156	195
POULTRY & MEAT SDN BHD	2	2	4
WESTARI GAS	2	1	3
LINGAI BATA	2	25	27
FELDA	-	-	-
TOTAL	83	312	395

*AS ON 31 OCT 2017



Malaysia: Delivering job training programs through corporate partnerships

The parole system has proved very successful to date, with a low rate of recidivism by people on parole. In April 2017, the MPD reported that:⁵¹

- A total of 16,500 prisoners had been released on parole since the system was introduced in 2008.
- 99% of the parolees had obtained employment.
- The recidivism rate was less than 0.51%.
- During the parole period, the parolees are supervised by parole officers and have to comply 41 parole conditions.

⁵⁰ For more information, please see http://www.prison.gov.my/portal/page/portal/english/parol_en and <https://cilisos.my/16500-prisoners-have-been-released-in-malaysia-should-we-be-scared-of-them/>.

⁵¹ See <http://www.therakyatpost.com/news/2017/04/13/parole-system-has-proven-successful-in-malaysia/>.

(g) Family and community involvement

Family and community involvement occurs through Outreach programs, media statements and community education about corrections by the MPD. For example, collaboration with NGOs is done through the SAHABAT Association (Prison Friend Association). Corporate partnerships have been formed to implement community-based sentences and parole (discussed above).

(h) Advantages of Community-based Sentences

The advantages of community-based sentences and parole include the following:

- *Recidivism*: The recidivism rates have reduced since the implementation of community-based sentences and parole. Obtaining employment, accommodation and community support are important factors to motivate offenders and parolees to lead a crime-free life.
- *Social*: The work provided by the offenders has benefited the community. Community members are more willing to give the offenders a 'second chance' to start afresh.
- *Economy*: Inter-agency collaboration and private partnerships have resulted in cost-savings to the MPD and the government.

(i) Way forward for Malaysia

To further enhance its correctional system, the MPD has plans to introduce Home Detention and suspended sentences.

5. MONGOLIA

Mongolia's presentation was on efficiency and future plans for introducing post-release reintegration programs.

(a) History of corrections

The General Executive Agency of Court Decision is an agency of the government of Mongolia which is responsible for the country's prison service. The direction of its correctional service was determined by the First State Great Assembly in 1924 which specifically stated that: *".... among all offenders, should let work rehabilitate offenders and give them an opportunity to learn and study"*. Hence, since 1924, the correctional service (now called the Mongolian Correctional Service) has been respecting the rights of inmates, providing vocational training and supporting employment in prison.

Imprisonment is seen as the most serious sentence as it impacts on an individual's rights and liberty. Therefore, Mongolia has reformed its laws to facilitate the following:

- Since 2000, the Mongolian government has adopted the amnesty law in 2000, 2006, 2009 and 2015 by releasing 8,179 inmates. In 2002, 2008 and 2017, as a result of amendments to its *Criminal Code*, an additional 3,400 inmates were released. Thus, since 2000, a total of about 11,600 inmates have been released.
- Increased the number of its non-custodial sentences.

- Developed a rehabilitation program that enables the inmates to re-build and maintain close contact with family members and to gather community support in preparation for their release.

(b) Study on repeat offenders

A joint study was conducted by the General Executive Agency of Court Decision and the National Police Agency on the country's repeat offenders over the past 10 years. The study included surveys conducted on the repeat offenders to discover the types of crimes they committed and the reasons for re-offending.

The study revealed the following:

- In 2017, 43% of its inmates were repeat offenders. However, many of them had previously been released on amnesty.
- Statistical analysis over the past 10 years revealed that, there were a total of 18,117 repeat offenders. This represents 10% of the total number of offenders in the past 10 years.
- The types of offences committed by the repeat offenders were:
 - Property offences: 45%
 - Crimes against humanity: 33%
 - Crimes against public safety: 22%
- The offenders' re-offending behaviour was due to the following reasons:
 - Fear of being unemployed
 - Lack of support and communication with family members
 - Lack of support in the community

Lack of support from family and the community is the main reason for re-offending and reintegration problems for the offenders.

- The survey also found that there was insufficient control of the offenders by the police. To resolve this issue, there is a need to have:
 - A rehabilitation program
 - Greater inter-agency collaboration between the executive agency, police, region administrative unit, government departments and NGOs.

(c) Initiatives to promote offender rehabilitation in Mongolia

To address the issue of recidivism, the Law of Executive Court Decision was reformed to implement strategies to introduce offender rehabilitation.

On 1st July 2017, the following initiatives were implemented:

- Inmates can serve their sentences in a closed and open prison.
- Inmates participate in vocational training programs to equip them with the necessary skills and knowledge to increase their employment opportunities.

- Inmates attend yoga classes to help them to adjust to prison life, develop positive attitudes, well-being and psychology. Over 1,200 inmates have participated in yoga classes with positive outcomes (for example, relaxed and able to control their anger).
- Amendments to the *Criminal Code* have enabled the courts to impose non-custodial sentences or up to five years. An offender who has been imposed a non-custodial sentence has to comply with certain conditions such as:
 - Access to specified areas only
 - Permission must be sought from the law enforcement agency before the offender can change his/her place of residence.

A breach of any condition will result in the offender's return to prison (24 hours in prison per community-based sentence day).

- Imposing electronic handcuffs on the offender is a new community-based sentencing option. The GPS handcuffs are only used on criminals who did not commit a violent crime, allowing them to complete their punishment in their own homes. It is designed to ensure that these offenders do not attempt to cross the border before their sentence is up.

The GPS tracking technology allows corrections officers to monitor the offenders at all times without the expense of incarcerating them. It has helped to reduce prison overcrowding.

(d) The way forward for Mongolia

For the future, the Mongolian Corrective Service will continue to expand its rehabilitation program by collaborating with regional authorities, NGOs and community members for their support and cooperation.

Greater collaboration would result in effective rehabilitation programs with support for the released offenders' reintegration into the community, and thereby reduce the recidivism rate in Mongolia.

6. SINGAPORE

The presentation from the Singapore Prison Service ('SPS') was on effective rehabilitation through evidence-based corrections. Since the early 2000s, the SPS has adopted *Evidence-Based Practices* ('EBPs') as a correctional research strategy to fulfil its core businesses by taking into account the local laws and context to formulate policies and practice in offender rehabilitation.⁵²

During the presentation, Singapore shared two recent studies that have shaped SPS' practices to ensure efficient resource allocation and to maximise its rehabilitation and reintegration efforts:

- *Study 1*: Desistance factors contributing to the cessation of offending
- *Study 2*: Barriers faced by ex-offenders in their reintegration into the community.

⁵² Singapore has about 12,060 prisoners who are accommodated in 8-storey prison complexes on 48 hectares. There are 2,461 staff with a staff-to-inmate ratio of 1:6.

(a) Correctional research for better correctional practices

Correctional research is a key strategy to achieve the following:

- Contextualise overseas research
- Develop effective interventions
- Optimise operations
- Defensibility of practice
- Understand emerging trends

The activities undertaken by SPS' correctional research have included:

- Validation of risk assessment tools in 2003 and in 2015;
- Development and evaluation of psychological interventions and regimes;
- Risk informed operations in 2015.⁵³
- Current challenges and emerging trends on drug abuse in 2015 in order to develop novel solutions in drug prevention and rehabilitation to mitigate the impact of drugs on the individual and society.
- Research that aligns with SPS' strategic priorities. For example, in its vision of a '*Prison Without Walls*', SPS has embraced its community corrections strategy so that more offenders will be placed in the community (such as diversional sentencing options, early release programs and mandatory aftercare supervision). The '*Prison Without Walls*' concept is mentioned in Agenda Items 1 and 2, above.

(b) Study 1: Self-efficiency and pro-social relationships on desistance

- (i) *Aim:* The aim of the study was to find out whether the individual's self-efficacy⁵⁴ and pro-social relationships can help him/her to stop offending.

In the correctional context, '*self-efficacy*' consists of an offender's characteristics such as hope, motivation, determination and purpose in life. Basically, self-efficacy is a person's belief in his/her ability to succeed in specific situations or accomplish a task. A person's sense of self-efficacy can play a major role in how he/she approaches goals, tasks, and challenges.

'*Pro-social relationships*' refers to a the quality of relationships that the individual offender has with his/her family, friends, counsellors, religious communities, prison staff and half-way house staff. The quality of positive relationships can help to reduce a person's propensity to return to crime.

- (ii) *Methodology:* The study was conducted in two parts. *Part 1* consisted of a *quantitative* study of 78 male desisters who had not re-offended for an average of 8.3 years. They completed a set of questionnaires to measure:

⁵³ Such as STRAT-G in 2015. For more information, please see N Morgan and I Morgan, *APCCA Report 2015*, at http://www.apcca.org/uploads/APCCA_Report_2015.pdf.

⁵⁴ '*Self-efficacy*' is basically a person's belief in his/her ability to succeed in specific situations or accomplish a task. A person's sense of self-efficacy can play a major role in how he/she approaches goals, tasks, and challenges. Self-efficacy consists of individual characteristics such as hope, motivation, determination and purpose in life. ('*Self-confidence*' however, refers to belief in one's personal worth and likelihood of succeeding. Self-confidence is a combination of self-esteem and general self-efficacy).

- Their individual sense of self-efficacy,
- Quality of pro-social relationships; and
- Their self-identity and generativity.⁵⁵

Part 2 was a *qualitative* study on how self-efficacy and pro-social relationships helped the participants to stop offending. Of the 78 male desisters, 44 were interviewed.⁵⁶ The interview questions were:

- What helped you stay crime-free?
- Was there a significant moment that led you to change?
- After release, what steps did you take to stay crime-free?
- Of all that we have discussed, which aspect was the most important contributor to your desistance?

(iii) *Key findings:* The four main findings were:

- Individuals with higher self-efficacy had a greater sense of desistance.
- Self-efficacy facilitates motivation and taking action.
- Individuals with strong pro-social relationships had a greater sense of desistance.
- Pro-social relationships trigger and maintain change.

In summary, SPS reported that “when offenders strengthened their individual and social capitals, they are more likely to be reintegrated to society, see themselves as a productive member of society and eventually desist from crime.”

(iv) *Implications for SPS’ correctional practice:* Importantly, the above findings validated SPS’ current rehabilitation approach and to strengthen it in the following ways:

- Focus on the agency to change; motivation and behavioural commitment; every interaction is an opportunity to impact change.
- Create transformative environment with activities and processes that support and encourage behavioural changes.
- Strengthen social capital and capabilities through family interventions and community support.

(c) Study 2: Reintegration barriers of offenders

(i) *Aim and methodology:* The aim of *Study 2* was to address the gaps and to understand the reintegration barriers faced by offenders (with or without drug abuse problems) in order to prevent recidivism and promote desistance.

The methodology adopted:

- Conducting Quantitative Surveys on 340 male offenders who were 41 years old on average, and had been in prison for an average of 784.
- The six areas of reintegration barriers that were considered were: Employment; Education; Social support; Accommodation; and Finance.

⁵⁵ ‘Generativity’ refers to a concern for and commitment to promoting the next generation and contributing to society.

⁵⁶ This number of interviewees was twice the recommended sample size required for a qualitative study to obtain robust results.

- Two questions were asked: (1) What challenges do offenders encounter that are barriers to their successful reintegration? (2) How does an offender's drug abuse history affect his reintegration?

(ii) *Findings:* The three top findings were:

- Offenders with drug abuse as a criminogenic need faced higher employment barriers due to the debilitating effects of drug use, past criminal record, labour market exclusions and lack of relevant skills, knowledge and experience.
- Offenders with drug abuse as a criminogenic need perceived more availability of support from their families and significant others as compared to offenders without drug abuse. They also received higher levels of social support than offenders without drug abuse.
- Offenders with drug abuse as a criminogenic need presented with more family conflicts as compared to offenders without drug abuse.⁵⁷ When taken into consideration with the second finding, it highlighted the need to equip offenders (with drug abuse issues) and their families, with conflict resolution skills.

This validates the notion that the quality of pro-social support is important in the reintegration process and desistance of offenders.

(iii) *Implications on SPS' correctional practice and policy:* The implications were:

- Equip offenders with relevant skills sets that meet market demands;
- Involve the community in providing sustainable employment opportunities to ex-offenders, especially those with drug histories;
- Equip families with skills to support offenders in their rehabilitation and reintegration.

(d) The way forward for Singapore

The research on desistance and reintegration barriers of offenders supports SPS' strategic priorities and current practices. The findings of both studies identify the areas that can be improved to enhance the current offender rehabilitation and reintegration practices.

Importantly, these findings will help SPS to achieve its vision to have '*Prisons Without Walls*' by formulating viable community corrections options in the near future, with the necessary support structures that help offenders to successfully complete their community-based sentences and support them to lead a crime-free life and therefore, a safer society.

7. SOLOMON ISLANDS

The presentation from the Correctional Service of the Solomon Islands ('*CSSI*') was on the ways it supports the inmates' reintegration process through reconciliation and community awareness.

⁵⁷ This finding, when taken in combination with finding 2, highlights that the *perceived* availability of support and *presence* of family support does not equate to lack of family conflict or lower level of conflicts in the family.

(a) Background

Currently, the CSSI faces two challenges:

- There is no infrastructure to have community-based sentences, community corrections and data on post-release.
- The CSSI is responsible for the parole system which was introduced in 2010. However, the parole system has been suspended since 2014 due to the lack of operational support structures.

Currently, the CSSI is focussed on supporting the inmates' reintegration through rehabilitation, reconciliation and community engagement through its *Sycamore Tree Project* and the *Yellow Ribbon Program* (see below).

However, there are some initiatives in the pipe-line:

- A proposed *Youth Justice Bill* is due to be presented in Parliament in 2018 to provide for juvenile diversional programs, community-based sentences and community supervision.
- The main challenge faced by released inmates is re-adjusting to family life and community living. Their successful reintegration depends on community support. Hence, the CSSI developed a *Reintegration Policy* in 2017 (see below) which offers a holistic approach to community reintegration by:
 - Engaging the community to support the inmates, pre-release and post-release;
 - Providing ways to prepare the inmate's release; and
 - Giving opportunities for the inmates to engage with the community in the final 12 months of his/her sentence.
 - Ensuring community safety through strict risk assessments and classification of the inmates before their participation in community-based activities.

To implement this policy, the CSSI will be promoting community reintegration through the inmates' participation in rehabilitation programs, educational courses, work programs, cultural activities and offsite family visits. The success of the new policy will require a major change in CSSI staff's management of the inmates from custody to rehabilitation and reintegration.

(b) The *Sycamore Tree Reconciliation Program*

CSSI's '*Reintegration – Reconciliation – Community Awareness*' strategy came about because 97% of its inmates identify themselves as Christians and all the main church groups visit the prisons regularly as part of their prison mission. Hence, the *Sycamore Tree Reconciliation Program* ('STRP') was first introduced at Rove Correctional Centre in 2008.

The STRP is a unique program and is explained in detail in the *APCCA Report 2016*.⁵⁸ In essence:

⁵⁸ For more information about the Sycamore Tree Reconciliation Program, please see N Morgan and I Morgan, *APCCA Report 2016*, under Agenda Item 4 at: http://www.apcca.org/uploads/APCCA_Report_2016.pdf.

- The reconciliation process uses a traditional *Kastom* (custom) called '*chupu*' with restorative justice principles and Christian beliefs to achieve meaningful offender-victim reconciliation and restitution. '*Chupu*' is an ancient tribal reconciliation ceremony for wrongdoings committed by individuals, families and tribes, with compensation (such as live pigs, betel nuts, bananas, coconuts, money) from the offender.
- The three important elements are:
 - The offender must take full responsibility for his/her wrongdoing, and is remorseful. This involves a discussion of the crime committed and what is acceptable from a traditional perspective.
 - The reconciliation process is between the offender and his/her *actual* victim.⁵⁹
 - The process is finalised when the compensation is paid and accepted by the victim.
- The STRP is part of the offender's rehabilitation journey.
- Completion of the STRP is a prerequisite to parole suitability consideration.

An independent evaluation of the STRP showed the positive impact on participants who had successfully completed the program:

- Significant improvement in victim empathy
- Strong attitudes against offending
- Reduced the likelihood of re-offending

(c) The Yellow Ribbon Program

Solomon Islands' Yellow Ribbon Program ('YRP') was introduced in 2013. It is based on Singapore's YRP,⁶⁰ with some changes to suit the local requirements. The crux of CSSI's YRP is:

- Raising community awareness about the inmates' rehabilitation journey during their incarceration period;
- Reducing stigma towards released inmates; and
- Strengthening community and stakeholder support (church groups and NGOs such as the Prison Fellowship Solomon Islands).

CSSI's vision for the YRP is based on the motto '*Changing Minds, Winning Hearts*':

- *Mission*: To enhance the safety of the community by rehabilitating the offenders and inspire everyone at every chance towards a society without reoffending.
- *Values*: Reconciliation and acceptance, compassion and humility, love and restoration, kindness and mercy, faith and accountability, forgiveness and helpfulness, trustworthiness and honesty, respect and responsibility, unity and trust, loyalty and service, honour and reliability, commitment and confidence, opportunity.

Participation in the YRP is limited to inmates who:

- Have successfully participated in the STRP;
- Are committed to rehabilitation;

⁵⁹ In other countries, the STRP can occur between the offender and an *unrelated* victim.

⁶⁰ Singapore's YRP was launched in 2004. Please see <http://www.apcca.org/library.php?page=publications> for more information about the YRP in the APCCA Reports of 2004, 2008, 2009, 2011 and 2013.

- Have completed all programs;, and
- Have a record of good behaviour.

In 2017, Solomon Islands' Prime Minister requested the commencement of the *YRP Community Awareness* program by targeting the communities around the country.

(d) CSSI Reintegration Policy (2017)

The CSSI recognises the importance of establishing strong community partnerships to support released inmates' successful reintegration into the community. The aim of the Reintegration Policy is to reduce recidivism and build safer communities in collaboration with community members and stakeholders.

Thus, the Policy was formulated to offer a holistic approach to community reintegration by:

- Engaging the community to support the inmates (pre-release and post-release);
- Establishing a range of options to prepare the inmate for his/her release; and
- Providing opportunities for the inmates to engage with the community in the last 12 months of his/her sentence.

This Policy will enable the inmates:

- To reconnect with their families and community;
- To develop new skills to rebuild their lives; and
- To practice pro-social relationships and behaviours.

The three main components of the Policy are:

- *Offsite Community Programs:* The program will enable adult inmates to have day release during the last 12 months of sentence and to participate in community rehabilitation, work placement, education or visits to families. Under current laws, the CSSI Commissioner may approve a 7-day release program. An inmate may be released to participate in a rehabilitation program with the approval of the commandant of a Correctional Centre; however, the release period must not exceed 8 hours per day during day-time.
- *Pre-release Planning and Preparation:* A key program is a Ten-Step Program that was developed by CSSI and a long standing faith-based service provider to help inmates to plan and prepare for their release by adopting positive lifestyle choices.
- *Yellow Ribbon Program and Sycamore Tree Rehabilitation Program:* As explained above, both programs assist the inmates' rehabilitation journey and reintegration process through reconciliation and community support.

(e) The way forward for the Solomon Islands

The *CSSI Reintegration Policy (2017)* is the blueprint to prepare the inmates' gradual reintegration into the community that protects community safety.

Currently, all inmates must complete their rehabilitation journey (such as the *Sycamore Tree Rehabilitation Program*) which occurs *within* the correctional centres. However, the reintegration process in the Policy:

- Will take place *outside* the correctional centres; and
- Will require CSSI officers to perform supervision duties and responsibilities which are very different to their current correctional roles. Thus, a lot of work is needed to train CSSI officers in supervision and their new role in supporting the inmates' reintegration process in the community.

Although implementing the new policy will be a challenging task for CSSI, it is hoped that it will provide a great exposure for CSSI's work and support the inmates' reintegration that will reduce the recidivism rate and protects community safety.

8. VANUATU

The presentation from the Vanuatu Correctional Service was on custodial sentence management, community-based sentence management, rehabilitation/treatment programs and its engagement with the community.⁶¹

(a) Background

The Vanuatu Correctional Service ('VCS') was established in 2006 and shares the same motto as other Justice Sector agencies: "*Safety, dignity, respect and proper treatment for all.*"

The two main legislation that apply to VCS are the *Correctional Services Act 2006* and the *Penal Code*. The objectives of the *Correctional Services Act* are:

- The maintenance of public safety
- Consideration of victim's interests
- Provision of rehabilitation and reintegration programs
- Fair treatment of offenders

The VCS delivers custodial sentence management through the Correctional Centres and community-based sentence management through the Probation Service. It manages around 230 detainees at the four Correctional Centres and more than 400 offenders in communities throughout Vanuatu.

(b) Custodial sentence management and rehabilitation at Correctional Centres

There are four Correctional Centres in Vanuatu:

- Three Correctional Centres are located at Port Vila (namely, the Stade Correctional Centre, the Ex-British Correctional Centre and the Women's Correctional Centre). They accommodate high security and remand detainees, low risk inmates and female inmates.
- The Luganville Correctional Centre has all types of detainees from the northern provinces. In late 2015, refurbishment to the Centre commenced including building new units to increase capacity, and to bring employment and economic benefits to the community.

⁶¹ See <https://vanuatu Correctional Services.gov.vu/index.html>.

The Centre is located near the communities which helps the detainees to maintain contact with his/her families.⁶²

Every offender (in custody or on parole) participate in educational, rehabilitation and reintegration programs/activities to support them to lead a crime-free life when they are released. Each individual is case managed by the corrections officers and probation officers. Some programs are specially designed for high risk offenders. Thus, the VCS provides a range of rehabilitation, educational and training programs. For example:

(i) "Nuifala Rod" (New Road) Program: In Vanuatu, the goal of rehabilitation is to help the offenders to understand their offending behaviour in order to make positive changes in their thoughts and beliefs to reduce their risk of re-offending. Thus, this program involves helping offenders to understand the reasons for their offending and assists them to make positive plans for living a good life in the community.

(ii) Rehabilitation Programs: The programs conducted at the Correctional Centres include:

- **Alcohol and Drug Awareness:** The goals are to raise awareness of the physical and mental effects of excess alcohol on the individual, on families and life in general; and the nature of marijuana, its physical and mental effects, and understand the laws.
- **Victim Awareness:** The goal is to raise awareness of victim impact and to reduce the risk of re-offending.
- **Family Violence and Anger Management Awareness:** The goals are:
 - To raise the offenders' awareness of family violence, the impact on victims and the Vanuatu Family Protection Act 2008.
 - To assist the offenders to recognise their own feelings of anger, control their anger behaviour and to think before taking action through a simple Cognitive Behavioural Theory method.
- **Sexual and Incest Offending Awareness:** The goals are:
 - To raise awareness of sexual offending and incest including the impact on the victims;
 - To understand the laws against sexual offending and incest;
 - To assist the offenders to understand the planning and *rabis tinktink* that came before their offence and how they can recognise this and choose different actions.
 - To assist offenders to recognise their warning signs and high risk situations, and to develop relapse prevention strategies.
- **Dishonesty, Fraud and Corruption Awareness:** This program is delivered by the probation officers.
- **Parole Awareness:** This program explains what parole is about, reporting requirements, other conditions placed on parolees, and the consequences of breaching parole conditions.

⁶² Please see https://vanuatu Correctional services.gov.vu/pdfs/Luganville_Information_Sheet.pdf for more information.

Other programs include Reconciliation program, Workshop for Sex Offenders, Relapse Prevention Program, Peace Education Program, and Spiritual counselling

Over the years, the number of young offenders committing marijuana offences had been increasing. To address this issue, in mid-2013, the *Jensem Fasin (Changing Your Lifestyle) Program* was run for 10 weeks by the Wan Smolbag Theatre at the Correctional Centres for low risk young detainees convicted of marijuana offences. Thus, the aim of the program was to raise awareness and rehabilitation prospects of these young detainee, and to encourage them to change their lifestyle.

(iii) Educational, vocational and work programs:

Educational programs include literacy and numeracy; parenting and family values; and sexual health.

Vocational and work programs include catering and agriculture. Low risk detainees are also involved in providing services to the community and the government through work programs (such as cleaning and maintenance, agriculture and construction).

(c) Community-based sentence management via the Probation Service

VCS' Probation Service manages over 400 offenders serving community-based sentences in communities throughout Vanuatu. There are two teams to carry out the probationary duties: the Northern Probation Rehabilitation Facilitators Team and the Southern Probation Rehabilitation Facilitators Team. As community life is central to the lives of the people in Vanuatu, the Probation Service works with communities to manage offenders in their own communities (see below).

The Probation Service administers the following Orders (discussed in detail under separate headings below):

- Supervision Orders imposed by the court
- Community Service Work Orders imposed by the court
- Parole Orders granted by the Community Parole Board

In addition to community-based sentence management the Probation Service is also responsible for:

- Providing pre-sentence reports to the Court;
- Providing pre-release reports for the Community Parole Board; and
- Conducting awareness and educational programs aimed at the prevention of crime. For example:
 - In 2013, the Probation Service Team delivered an awareness program "*Seks mo Loa*" (Sex and the Law) to inform community members about sexual offending.
 - In late 2014, a Crime Prevention Program was delivered to teachers and students at a school. Since then, the program is run annually to raise awareness about the laws against sexual offending and pornography (which has been escalating in Vanuatu).

(d) Community-based sentences

There are two types of community-based sentences in Vanuatu: Supervision Orders and Community Service Orders. These Orders are imposed by the court and apply to those convicted of minor offences and particularly to juvenile offenders who are first-timers. These Orders are administered by the Probation Officers. They work with the Community Justice Supervisors who supervise the offenders in the community and provide regular reports to the VCS.

- *Supervision Orders*⁶³

The court imposes a Supervision Order ('SO') for those who have been convicted of an offence that attracts an imprisonment sentence of between six months and two years.

A SO is similar to probation, and has standard conditions such as reporting regularly to a Community Justice Supervisor; to reside at a nominated address; and who the offender can associate with. Special conditions include attending rehabilitation programs. A breach of any condition will be dealt with by the court. An application to vary or cancel the SO can be made to the court.

- *Community Service Orders*⁶⁴

The courts can sentence offenders to perform community service work between 40 and 400 hours. Community service work can apply to fine defaulters. Community Service is part of VCS' "*Niufala Rod*" (New Road) Program which gives a second chance to the offenders to reflect on their offending behaviour and to take steps to make positive changes whilst making reparation for their wrongdoing.

These offenders undertake a wide range of unpaid work activities that support the community. They are supervised by the Community Justice Supervisors (discussed below). An offender who breaches the Order will be dealt with by the court.

In late 2014, the offenders did community work at the Lenakel General Hospital by re-arranging the pharmacy room and stacking medical boxes into a new area. They also helped out at Lenakel College by clearing bushland and cutting logs.

(e) Parole Orders⁶⁵

Inmates who have served at least half of their sentence are eligible for parole consideration by the Community Parole Board. The Board can grant a Parole Order for less than 12 months, or for more than 12 months.

The parole conditions include regular monitoring and adherence to conditions set down by the Board. The Community Justice Supervisors supervise the parolees. However, as these

⁶³ Section 58(F) of the *Penal Code*.

⁶⁴ Section 58(N) of the *Penal Code*.

⁶⁵ Section 50 of the *Correctional Services Act* No 10 of 2006.

supervisors do not have enforcement powers, they must report any breaches to the Board and the Probation Officers so that the parolee can be recalled to a Correctional Centre.

(f) Community engagement initiatives

- *Community Justice Supervisors*

The motto of Vanuatu is "*Long God Yumi Stanap*" (We stand with God) so church activities are an established part of the Correctional Centres. The VCS works with church groups, pastors, chiefs and community leaders to deliver church activities, *kastom* (custom) guidance and knowledge to guide the detainees and offenders to live good lives and to respect the *kastom* values of Vanuatu.

These individuals are highly regarded in their communities who are appointed, on a voluntary basis, as *Community Justice Supervisors* ('CJS') delegated with some of the responsibilities of a Probation Officer. The CJS play a pivotal role in assisting the VCS in its correctional work. The CJS' roles are:

- To supervise and manage offenders on Community Service Orders, Supervision Orders and Parole Orders in collaboration with the Probation Officers; and
- To report any breaches to the Probation Officers or the Community Parole Board, as the CJS do not have any powers of enforcement.

- *Community Partnerships*

In Vanuatu, partnerships with community members are the best and most efficient way to support the VCS' correctional work in rehabilitating offenders for a safer and more harmonious communities. Over the years, the VCS has established the following partnerships:

- *Memorandum of Understanding with the Port Vila Municipality in 2014:*

For the first time, the VCS has signed a Memorandum of Understanding with the Port Vila Municipality to formally approve Detainees at the Correctional Centre (Low Risk Unit) to undertake community work and other services with the Port Vila Municipality; and offenders on probation to undertake community work at the cemetery for the hours imposed by the Courts.

- *Memorandum of Understanding with the Wan Smolbag Theatre in 2013:*

Since 2008, the VCS and the Wan Smolbag Theatre have worked together to deliver rehabilitation programs to those at the Correctional Centres and those on probation. The aims of the programs are to help the offenders to address their offending behaviour and to adopt positive behaviour that would protect community safety. In addition, the Wan Smolbag Theatre has provided life skills training to assist the offenders in their reintegration process.

These partnership have strengthened the working relationship between the agencies.

(g) The way forward for Vanuatu

Since its inception in 2006, the VCS has been active in providing training programs to its staff and correctional partners. Staff members have also attended local and international conferences to give them greater exposure and to learn best practices in corrections in other countries.

Some examples include the following:

- Attended and became a member of APCCA in 2017.
- VCS organised and facilitated the 2nd *Shefa Community Justice Supervisor Training Program* in 2015 in Shefa province. Community Leaders such as chiefs, pastors, police officers and other community leaders from the surrounding villages attended the program to enhance their knowledge and skills in supervising the offenders on probation, in the community.
- VCS hosted the 3rd Community Parole Board Training Forum in June 2015. The annual forum is attended by Board members, the Secretariat and the Chairman (who is also a Supreme Court Judge). The VCS' Senior Management Officers from the Probation Services Unit and the Correctional Centres, and Technical Advisors also attended.
- Probation officers attended the 8th *National Training Forum for Probation Services* (November 2014) aimed at enhancing their skills and knowledge in probation.
- Attending the 4th Pacific Islands Regional Conference for Women in Corrections (Papua New Guinea, 2014). The conference is an important gender equity initiative, which aims to strengthen the role, position and standing of female correctional officers across the Pacific. After the conference, all female staff from VCS attended the 3rd *Vanuatu Koreksional Service Women's Advisory Network Forum* in late 2014 hosted by VCS. The goal was to discuss the outcome of the 4th PIRCWC.
- In 2014, two officers from VCS received Certificates in Human Resource Management Fundamentals from the Solomon Islands Institute of Public Administration and Management.

To date, the VCS has successfully implemented the following initiatives:

- Establishing the parole system;
- Delivering awareness programs on corrections to the courts and the Parole Boards throughout the country;
- Providing awareness programs to the community about justice, corrections and offending-related matters; and
- Delivering programs to the offenders on education, rehabilitation and reintegration.

The VCS will continue to deliver correctional services that respect the local law, *kastom* and its mission. This includes:

- Giving opportunities for its staff to participate in conferences and training programs, and
- Delivering programs to support the inmates on their rehabilitation and reintegration journey to protect community safety.

9. VIETNAM

Vietnam provided a written paper on its community-based sentences, engagement with stakeholders and its mission for the future including ways to improve its current community-based sentences.

(a) Non-custodial sentences

(i) Two categories of community-based sentences

In Vietnam, there are two categories of community-based sentences:

- *Group 1:* Community-based sentence as the *main sentence* imposed
- *Group 2:* Community-based sentence imposed as a *supplementary/additional sentence* to a custodial sentence

Group 1 consists of offenders on Probation Orders which constitute 99% of offenders serving community-based sentences in Vietnam. In general, these offenders:

- Have committed non-serious offences;
- Have good character and personal background history;
- Are in the community and must comply with the obligations/conditions imposed by the court under the *criminal sentence law* (such as reporting requirements and not to leave the area without permission);
- Are under the supervision and rehabilitation of the local authority and the officer-in-charge; and
- Are issued with a certificate on completion of the Order.

Group 2 consists of offenders who have served their custodial sentence but the court considers it necessary that they serve a community-based sentence because they require supervision following release to prevent reoffending.

The court can impose certain conditions in the community-based sentences such as:

- subject to supervision and management of the local government, authorised organisation or officer-in-charge; and
- deprivation of some civil rights (such as where they can reside; areas they cannot enter; and prohibition from undertaking specified work or services);

(ii) Relevant laws, administrative body and supervision

The above-mentioned community-based sentences are regulated by the Criminal Law, the Criminal Procedure Law and the Criminal Sentence Execution Law of Vietnam. In addition:

- The Government has enacted Instructions and Protocols
- Resolutions have been made by the court
- Joint Circular Letters have been enacted by the People's Supreme Inspection Institute which regulates and directs the regulations in the laws, and circulates the law to the people.

The laws of Vietnam are carried out (or executed) by three organisational levels: General Department of Criminal Sentence Execution at the central level; the Local Province Police Force; and the District Police Force.

In addition, the *National People's Committee* plays a very important role in the carrying out community-based sentences. It has responsibilities in the direct management, supervision and rehabilitation of sentenced persons, and follows the directions of the District Police Force.

(iii) Community involvement regarding community-based sentences

In Vietnam, there are laws that govern how organisations and individuals can be involved in the management, supervision and/or rehabilitation of offenders who are serving community-based sentences.

The local authority is responsible for:

- Assessing the suitability of the organisation and individual (for example, the knowledge and expertise of the individual and areas he/she can be involved in); and
- Allocating the relevant task to the organisation and/or individual. For example, the Youth Association and Women Association has been involved in providing skills training and work experience to those on community-based sentences.

In recent years, most of the offenders have successfully completed their community-based sentences. However, the effectiveness and success of community-based sentences can be improved with:

- Updating the law regarding community-based sentences;
- Greater collaboration between government departments;
- Investment and commitment to provide the necessary infrastructure and support services; and
- Providing training to officers in corrections and community corrections.

(b) Initiatives in family contact and community engagement in offender rehabilitation and reintegration

Article 4 of the *Criminal Law* states that one of the core principles of criminal sentence execution is to secure the engagement of organisations, families and individuals in the rehabilitation of sentenced persons.

Article 39 of the *Criminal Sentence Execution Law* states that the prison authority has the responsibility “to collaborate with the family, the organisations, local authorities and individuals to encourage prisoners to actively work, learn and practice to be granted mercy of our State; to support education and vocational training for prisoners and facilitate re-integration for ex-prisoners”.

Thus, over recent years, Vietnam’s Department of Prison Management has implemented the following initiatives:

(i) Offender rehabilitation in prison

Some examples of helping inmates to maintain family contact include:

- Family visits once a month for one hour maximum. In exceptional cases, three hours is allowed. As a reward, prisoners are allowed family visits more than once a month.
- Prisoners who comply with prison regulations are allowed to meet with their spouse in a private room for 24 hours maximum.
- Prisoners can send two letters a month (a telegram in emergency cases).
- Domestic telephone calls to families for maximum of five minutes (Article 47).
- The prison will contact the family or legal representative to organise treatment for a sick prisoner (Article 48).

Some examples of collaboration with other government departments and organisations include:

- Delivering lectures to prisoners about the law
- Organising educational talks and activities on various matters such as illicit drugs and HIV/AIDS.
- Holding sporting activities and performances.
- Hosting the annual Family Meeting by inviting families, government departments, organisations and business groups to be involved in offender rehabilitation and reintegration.

Vietnam is currently consulting with stakeholders to provide vocational skills training to the prisoners.

(ii) Offender reintegration (post-release)

The Department of Prison Management of Vietnam is currently consulting with various stakeholders to support the prisoners' reintegration process:

- With potential employers (factories and companies) to provide work opportunities to ex-prisoners.
- With various organisations to give priority to ex-prisoners in rented accommodation.
- With various organisations to support released prisoners who are under supervision (such as to attend vocational training and education).
- With the media to generate community awareness and support to offenders.

The Department of Prison Management is continuing its collaboration with the Provincial Police Force to submit recommendations to the local authorities to establish plans for the reception, management and rehabilitation of ex-prisoners. To date:

- Assisting juveniles to attend educational and vocational training to enhance their employment prospects.
- Assisting ex-prisoners to attend vocational training and to obtain jobs that reflect their skills.
- There are over 500 plans that have helped thousands of ex-prisoners to obtain loans to start afresh and/or start a small business. Loans have been obtained through banks, social funds or the local charity fund. This initiative has created a positive public awareness about corrections and has encouraged various organisations and

government departments to be involved in the rehabilitation and reintegration of offenders.

(c) The way forward for Vietnam

For the future, as a starting point, Vietnam has developed a plan based on *Restorative Justice Principles* to improve the infrastructure of its community-based sentences over the coming years, and to reduce the number of death sentences and custodial sentences.

Developing and improving its community-based sentence will not be an easy task. However, the main mission of the Vietnam's Department of Prison Management include the following:

- To carry out the directions, initiatives and policies of the Government on criminal sentence execution in general, and community-based treatment in particular.
- To submit recommendations to the National Assembly and Government to reform and amend the outdated *Criminal Sentence Laws* and to adopt new laws to improve and support the operations and effectiveness of community-based sentences.
- To research into what is required to set up effective community-based sentences (such as commitment to funding, infrastructure and resources).
- To improve:
 - The qualification and training provided to the officers in criminal sentence execution;
 - The officers' working and living conditions;
 - The ways in which community members can participate in the management, supervision and rehabilitation of offenders serving community-based sentences; and
- To develop international co-operation in community-based sentences, learning the model of 'open prison', parole and community corrections that meet the social-economic situation in Vietnam.

10. CONCLUSION

The presentations and discussions during the session showed that the countries in the Asia and Pacific region are at different stages in developing and implementing community-based sentences. Many countries are facing prison overcrowding which can create risks to safety and security, and increased costs. Imposing community-based sentences for non-serious offences is one solution to alleviate prison overcrowding.

Delegates agreed on the importance of engaging with families and the community, including engagement with other government departments and organisations to provide support in offender rehabilitation and reintegration. However, such collaboration is only effective if there is continued commitment and responsibility from the government and stakeholders; relevant infrastructure and resources; and funding to support the offenders' rehabilitation and reintegration. These factors and the offenders' motivation to lead a crime-free life will promote community safety.

AGENDA ITEM 4:

How to achieve efficiencies, cost savings and better outcomes in corrections or in prison industries/enterprises (including engagement with NGOs and private enterprise)

1. INTRODUCTION

Over the last ten years, a consistent theme at APCCA conferences has been the need to 'do more with less'. Governments are expecting correctional services departments not only to reduce costs, but also to reduce recidivism and improve prisoners' access to employment, rehabilitation, and reintegration services.

There is strong evidence from around the world that partnerships with non-government organisations ('NGOs') and private enterprise are one way to reduce costs, and improve efficiency and effectiveness. Sometimes, especially with international organisations such as the International Committee of the Red Cross ('ICRC'), services are provided free of charge. More often, however, there is a 'fee for services'.

All such partnerships must be evaluated to ensure they achieve the desired results. In addition, the State owes a duty of care to prisoners, is responsible for public money, and must prevent corruption. It is therefore important to ensure that arrangements with NGOs (whether or not there is a fee for services) meet local legislative requirements, and are transparent and accountable.

There are many areas where private enterprise, NGOs and other government agencies can help corrections departments to achieve positive, cost-effective outcomes. For example, prisons in many countries have contracts with private enterprise or government agencies for work such as laundry, food production, food processing, metal work, wood work and concrete products. Some prison systems also have arrangements with NGOs or private enterprise to provide education, rehabilitation programs and reintegration support. Other examples of engagement include disease prevention, health services and transport of prisoners to court.

For this agenda item, delegates were invited to discuss examples of measures taken to improve effectiveness and efficiency in corrections or prison industries, especially by engaging with NGOs or private enterprise. In addition, delegates were invited to discuss some or all of the following points:

- Measures that have proved successful in achieving efficiencies and better outcomes.
- Examples of engagement with NGOs and private enterprise in providing prisoners with employment, training, education, treatment programs and reintegration services.
- Arrangements that have been put in place to ensure that those arrangements met their objectives.
- Have the arrangements proved effective? What evaluations have been carried out? What are the keys to success?

For this agenda session, there were presentations from Fiji, Canada, China, Hong Kong (China), India, Japan, Malaysia, Solomon Islands and Sri Lanka.

2. FIJI

The presentation from the Fiji Corrections Service ('FCS') was on the role of the *Fiji Corrections Enterprise* and how it achieved efficiencies and cost savings, and attained better outcomes in the rehabilitation of inmates.

(a) History of the Fiji Corrections Enterprise ('FCE')

In 2009, the FCE was established as required in the *Fiji Corrections Act 2006* to involve inmates in corrections enterprise and to enhance their rehabilitation opportunities.

The FCE is currently a semi-commercial entity with the primary purpose of delivering its services in an efficient manner that ensures its operational continuity. It has six small Business Units within the Naboro Corrections Facility: Garment and tailoring; Joinery; Piggery; Poultry; Bakery; and Crops and Vegetables.

Each Business Unit aims to generate revenue by providing the inmates with the necessary hands on skills training as part of their reintegration into society. Thus, the FCE focusses on maximising output with minimal wastage and having strict and accurate recording and reporting procedures. Consequently, this has resulted in improved staffing, greater knowledge, skills and expertise to enhance each Unit's performance and output.

(b) Creating efficiencies in FCE

The FCE has successfully achieved efficiencies by adopting the following five strategies:

- Developing a Business Plan
- Minimising wastage
- Instituting appropriate training programs
- Developing an appropriate marketing strategy
- Ensuring high quality feeds

(i) *Developing a Business Plan:* The success of a business enterprise boils down to developing a viable Business Plan that promotes transparency and accountability in its entire operations. It is a guiding tool that sets the objectives and targets for each individual to improve efficiencies, cost savings and thereby, achieve better outcomes.

(ii) *Minimising wastage:* The current aim of the FCE is to maximise output by minimising wastage and reducing operational costs.

- The Piggery Unit has been identified with the potential to minimise wastage. Consultations have occurred with the Ministry of Works to install bio gas to replace the current use of firewood. This would reduce the environmental effect on pig waste. It would assist the FCE to reduce the costs of commercial feeds consumed by the pigs on a daily basis, which is critical for the development of the Piggery Unit.

- The water source in Naboro runs next to the Crops and Vegetables Unit. There are plans to install the irrigation system by using this water source, thus saving the cost of using tap water for the vegetable farms.

(iii) *Instituting appropriate training programs:* The FCS recognises that the overall success of the FCE relies on employing and training staff as technical experts, trainers and mentors. Ideally, staff should have the business acumen and capability to fulfil the aims and expectations of the FCE, and face the challenge to develop the respective Business Units in a viable way. The success of the Business Units is also reliant on the high participation rates of the inmates to create a positive working environment for everyone involved.

Obtaining meaningful employment is critical to the successfully reintegration of released inmates. Thus, one of the key aims of the FCE is to increase the employability of the inmates to assist their reintegration process:

- By recruiting trained officers to manage the respective Business Units;
- By encouraging the inmates' participation in relevant skills training and work programs; and
- By cultivating positive work ethics and culture through work, teamwork and good communication skills.

(iv) *Developing an appropriate marketing strategy:* The FCE has developed promotional and advertising materials to raise public awareness of its products, value, service and mission.

However, a key marketing strategy for the FCE to pursue is to increase brand image, brand awareness and the number of customers to purchase its products. As the products are diverse, recruiting a suitably qualified marketing officer would be critical in increasing customer awareness and product sales.

(v) *Ensuring high quality of feeds:* The quality of the feeds determines the output quality and productivity of the poultry and piggery businesses.

Thus, ensuring high quality feeds for the livestock depends on:

- The tender supplier having, and providing the expertise, knowledge and technical assistance regarding the quality of the feeds;
- The timely delivery of the feeds; and
- The regular monitoring of feed consumption to ensure the availability of stock at all times.

(c) Better outcomes for Fiji

The benefits for FCE include the following:

- (i) *Return on investment:* For each financial year, the Fiji Corrections Services is required to provide a remittance of excess cash to its government. Since 2009, the FCE has continued to grow financially, amidst many challenges.
- (ii) *Enhanced operational effectiveness:* Upgrading the FCE facilities is important for the growth of its Business Units. For example, plans are in the pipeline to renovate and

upgrade the Piggery and Poultry Units to improve business operation and production, and the management and supervision of the inmates.

In addition, educating the inmates on the importance of complying with occupational health and safety rules/procedures helps to minimise risks of injury.

(iii) *Securing markets:* Improvements in quality control, branding, marketing strategy and service delivery have secured markets for FCE's products. The increasing demand of FCE's products has validated the need to increase the availability of stock. For example:

- FCE supplies eggs to supermarkets, government departments, corporate and individual customers.
- Products from the Piggery Unit are bought by individuals, meat industries and private companies.
- Orders from private companies, government departments and various groups have kept the Tailoring and Joinery Units busy.
- The Bakery Unit supplies bread to the inmates in most of the correctional facilities.

(iv) *Employment release:* The success of the FCE has opened the door for the inmates to secure permanent employment upon release. Under *the Corrections Act 2006*, this applies to inmates who are eligible to be released on community work serving 12 months or less of his/her effective sentences.

Eligibility depends upon the following criteria:

- Good prison record and conduct.
- Employment Offer Letter and support letter from the employer.
- Guarantee of full time employment.
- Mandatory follow-up visits

(d) The way forward for Fiji

The FCE has provided a pathway for the successful rehabilitation and reintegration of offenders by providing them with training and work experience in the various Business Units. Importantly, this has enabled many inmates to secure meaningful and permanent employment upon their release into the community, and creates a vibrant aftercare community.

This upholds the Fiji Corrections Service's aim to rehabilitate and reintegrate its inmates that protects community safety. However, the FCE is constantly assessing its operations to ensure increased and quality output that benefits its customers.

3. CANADA

The presentation from the Correctional Service of Canada ('CSC') was about the possibility of having global collaboration amongst correctional partners to place investments in information management and information technology into the open-data realm. These include enterprise technologies, mobile applications, digital media and code libraries.

This strategy may reap significant potential savings opportunities by sharing common technologies that meet the needs of multiple organisations and enable opportunities for inter-operability, best practice adoption, and collaboration.

(a) Open innovation and sharing

Information management ('IM') and information technology ('IT') are always evolving. So, correctional jurisdictions around the world are constantly exploring the development and procurement of technologies for offender management and operational support. This can be a costly affair as large organisations are struggling to engage in IM and IT transformation opportunities in an efficient and timely manner.

CSC is a federal body that manages over 22,800 offenders in federal custody and under community supervision. Over CD\$100 million will be invested in the next five years in IM/IT transformation. Hence, it is important for CSC:

- To investigate all opportunities to make this transformation efficient, timely and cost-effective; and
- To deliver a modern, sophisticated and responsive IM/IT service which is business orientated. Customer focused and results driven.

To achieve these objectives, CSC has taken an 'open' approach and established an '*Open Innovation Timeline*' to serve as a guiding roadmap for the delivery of IM services. '*Open Innovation*' means that CSC will become a *provider* of open-source solutions and a *facilitator* of new open engagements across the Canadian Public Sector. This approach has the potential to place CSC on a path that will create the potential for internal and external partnerships and collaborations with groups in Canada and around the world by the year 2020 and beyond.

The goal of this 'open' approach is to have an efficient, timely and cost-effective transformation by creating partnerships with other correctional jurisdictions to openly share and identify common challenges, opportunities and efficiencies in IM and IT. This has the potential to benefit all parties involved.

(b) A framework for collaboration

Organisations such as APCCA and the International Corrections and Prisons Association are the ideal platform for its members to benefit from global thinking and sharing of IM/IT innovations.

However, to succeed, the following steps need to be addressed:

- **Step 1:** What investments have been made to date in IM/IT solutions across the whole organisation?⁶⁶ What value have they brought to the correctional jurisdiction?⁶⁷

⁶⁶ Investments include systems to support offender management, facilities management, financial and resources management, educational/vocational services, medical services, rehabilitation programs etc.

⁶⁷ An assessment of these investments will reveal whether they are effective, current, and aligned to the future of correctional policy.

- **Step 2:** What technological solutions do not offer or do not have IM/IT investment value?⁶⁸ Put simply: “*Identify what you have and what you need*”. One of the best way of identifying gaps is through considering what solutions other jurisdictions have implemented.⁶⁹
- **Step 3:** Share approaches, plans and goals for IM/IT investment.⁷⁰ Once assets and goals have been analysed and shared, this will bring an opportunity for real savings/cost-efficiencies, support rehabilitation and reintegration of inmates, and build a safer community on a global scale.

(c) Collaborative Procurement: Would it be possible to collaborate and buy together?

As the CSC is the only federal correctional service in Canada, it has used its buying power to purchase multiple products and services in order to negotiate better vendor arrangements and thereby obtain value for money.⁷¹ This is called ‘*collaborative procurement*’ - the buying power can bring cost-savings as vendors offer competitive prices for multiple purchases of their products/services.

Canada suggested that through the ‘*power of collaborative procurement*’,⁷² the following benefits may be achievable, subject to the legislative and linguistic differences of the jurisdictions:

- A number of international organisations may be able to achieve huge time and cost savings by finding a common need for an IM/IT solution that vendors globally are able to compete price-wise.⁷³
- The savings may allow for smaller jurisdictions, with limited IM/IT budgets, to also gain access to technologies that previously were inaccessible due to cost.
- It may create stronger vendor response and the ability to source from the best.

(d) The way forward for Canada

As technology is constantly changing, the opportunities for partnership collaboration are greater than ever. The initiatives discussed above have allowed CSC to achieve its transformation goals that will prepare it for the next 10 years into a modern and responsive correctional service.

In conclusion, Canada stated that cross-jurisdictional collaboration will create common understanding amongst correctional jurisdictions to apply best practices and solutions in corrections that would create a global community that is strong, safe and healthy.

⁶⁸ Identifying where these gaps are will help to establish what IM/IT investments will be needed for the future.

⁶⁹ This analysis will help jurisdictions to avoid the pitfalls that have already been identified.

⁷⁰ For examples, if Country A has plans to invest in a \$25 million IM/IT project over the next 5 years, then Countries B, C and D may consider making similar investments to meet common goals in correctional management. Such investment analysis will assist in the consideration of other options/solutions amongst those countries.

⁷¹ At CSC, ‘collaborative procurement’ has been implemented for financial, human resource, and case management technologies to bring savings.

⁷² In other words, having a collective buying power and common business requirements.

⁷³ As vendors are driven to sell in volumes, then having the potential to sell their product to multiple jurisdictions will drive the best bargaining outcomes.

4. CHINA

The Prison Administration Bureau, Ministry of Justice is responsible for the prison administration of sentenced prisoners. Its main goal is the prevention and reduction of crime by combining punishment with rehabilitation to help inmates to become law-abiding citizens through:

- Individualised management of prisoners
- The prisoners' admission of guilt and repentance
- Providing education and vocational training
- Providing mental health education

(a) Management of prisoners through individualised rehabilitation programs

Upon reception, new inmates are assessed to determine their individual risks and needs so that individualised rehabilitation programs can be formulated. Prisoners are managed according to their classification (high alert, middle-level alert and low alert) and according to the quantitative assessment of their daily performance. New inmates also attend an orientation education program.

(b) Admission of guilt and repentance through legal education

The start of the prisoner's 'correctional journey' is his/her remorse and repentance of the crime committed. These will affect the effectiveness of the sentence imposed, and the safety and stability of the prison.

Thus, the prisoners attend legal, moral and cultural education programs to:

- Understand and comply with the law;
- Solve problems;
- Examine the root causes of their offending behaviour; and
- Accept responsibility for their actions, the sentence imposed, impact on the victims, their families and society.

(c) Importance of cultural education and vocational training

In China, the cultural education and vocational training of prisoners are the key components in the aim to release them as law-abiding citizens. Thus, their achievement in education (legal and cultural) and vocational training will impact on their successful reintegration.

Thus, the Chinese government has incorporated the cultural education and vocational training of the prisoners into its overall national plan. The following strategies have been implemented by the government and the Prison Administration Bureau:

- Providing funds to engage specialised teachers and other support mechanisms (such as libraries, textbooks, teaching materials) to assist released prisoners to obtain education, vocational training and meaningful employment.
- Inter-agency collaboration with the Ministry of Education and other departments to improve the prisoners' education levels through literacy education, primary education

and primary secondary education. Support is provided to prisoners to obtain certificates through self-study.

- Collaborating with the national labour and social security departments to provide suitable vocational training to assist the prisoners to obtain employment. Release-preparing prisons have been set up to provide at least three months' vocational training programs to prisoners who are close to their release date. As a result, more than 90% of the released prisoners have obtained vocational skills certificates.
- Connecting with the relevant departments for the coordinated resettlement of released prisoners such as simulated social life, driving simulation, recruitment and entrepreneurship training

When China hosted APCCA in 2016 in Tianjin, delegates visited Tianjin Prison, Ligang Prison and Changtai Prison.⁷⁴ At Changtai Prison, educational and vocational training courses (such as traditional Chinese painting, woodwork, computing and mechanical skills) are provided to prisoners serving short sentences. There is a specialised training centre within Changtai Prison to assist the prisoner's return to society. The training centre has mock structures such as ATM machines, vehicle driving simulator, a bank, and a post office to assist the prisoners in their transition into the community.

(d) Mental health education

Providing mental health education to the prisoners helps them to adjust to the prison environment and to minimise the negative impact on their psychological well-being. Thus, *Mental Health Guidance Centres* have been set up in the prisons to provide extensive psychological education to all prisoners in order to achieve the following outcomes:

- Awareness of mental health issues and relapse prevention strategies.
- Awareness of psychological causes of crime.
- Increase communication and relationship skills to create harmony in prison.
- Early identification and intervention of prisoners with mental health issues to ensure safety in prisons.

(e) The way forward for China

As mentioned above, in China, inter-agency cooperation have occurred with key government departments to deliver programs and support in legal and cultural education, mental health issues, vocational training and the delivery of psychological intervention by health professionals.

Over the years, volunteers and professional organisations have been involved in the correction of prisoners and this synergy is beginning to trickle into the general community. These engagements have led to the positive correction of the prisoners to lead a crime-free life in the community, and encouraging more people to be involved to support the prisoners.

⁷⁴ See N Morgan and I Morgan, *APCCA Report 2016*, http://www.apcca.org/uploads/APCCA_Report_2016.pdf at pages 4-6.

In addition, China has improved its corrections of prisoners over the past few years, in the following ways:

- Constantly improving the quality of the prisoner assessment system, quantitative assessment, and procedural methods and standards. The aim is to effectively manage and rehabilitate the prisoners so that they will reintegrate into society that protects public safety.
- Conducting empirical studies on the causes of crime to understand the patterns of offending and to improve the relevance and effectiveness of the corrections of prisoners.
- Strengthening the participation of volunteers and professional organisations in corrections.
- Promoting sound corrections.
- Strengthening the rule of law in corrections and making sure that the corrections system complies with laws and regulations.

5. HONG KONG (CHINA)

The presentation from the Hong Kong Correctional Services Department ('HKCSD') showcased the efficiencies, cost savings and positive outcomes achieved by the Industries and Vocational Training Section.

The Industries and Vocational Training Section sits under the Rehabilitation Division of the organisation and is responsible for the overall planning, implementation and management of the industrial production and vocational training programs for adult persons in custody ('PICs'). Importantly, it organises appropriate vocational training courses to PICs that meets market demand, thus increasing the employment opportunities of released PICs.

The HKCSD is one of the largest government departments in Hong Kong (China) and operates on the principle of 'doing more with less'. The presentation showed how cost saving of public expenditure and efficiency enhancement (tangible and intangible) were achieved by HKCSD and its stakeholders.

(a) Industrial Production and Vocational Training programs

Industrial production (Compulsory): Under *Prison Rule 38*, every prisoner in Hong Kong (China) is required to engage in useful work, but a Medical Officer may excuse a prisoner from work on medical grounds. Thus, industrial production is compulsory but it has the following benefits to PICs:

- Engaging PICs in meaningful work is a core element of effective rehabilitative programs.
- PICs develop a sense of responsibility, discipline and good work ethic; and
- It promotes a stable custodial environment.

Vocational training (Voluntary): Although participation is voluntary, persons in custody ('PICs') are encouraged to be involved as it helps them to:

- Acquire qualifications and accreditations that are in demand;
- Increase their post-release employability; and
- Helps their reintegration into society.

(b) 2016 Statistics for Industrial Production programs

The HKCSD provides products and services to government departments and non-profit organisations on a direct cost recovery basis. HKCSD reported that in 2016:

- A daily average of over 4,400 PICs were employed in 13 industrial trades that were conducted across 130 workshops (please see the Table below). Due to the efficiency of custodial management, PICs in different security categories were also able to participate in these trade workshops.

Key Products/Services	
Laundry Services	Services to public hospitals, clinics and penal institutions
Garment Making	Hospital linen items and uniforms
Carpentry	Office furniture
Book binding	Lamination of public library books
Fibre-glass	Litter bins, cigarette-butts containers and furniture
Leather Products	Waterproof uniform, leather shoes and belts
Printing	Newsletters and staff name-cards
Metalwork	Pedestrian railings, crowd control barriers and traffic sign posts
Sign Making	Road traffic signs
Envelope Making	Machine and hand-made envelopes
Knitting	Uniform pullovers
Precast Concrete Products	Kerbstones and tactile slabs

Hong Kong (China): Industrial trades in 2016

- The market value of the products and services was about US\$55 million (with a total saving of US\$36 million due to prudent management of public money).
- Workshop efficiency was enhanced through continuous facility upgrades, promotion of green management, and occupational health and safety in the workplace.

(c) 2016 Statistics for Vocational Training programs

The 2016 statistics for vocational training revealed the following:

- 41 types of market-demanded vocational training courses were conducted for 1,409 adult PICs and over 1,500 public accredited vocational qualifications were attained by them. The types of vocational training courses included the following trades: cosmetician, florist, horticulturist, retail salesperson, computing skills, catering, sewing, joiner, care worker, food hygiene management, pet groomer, overhead crane operator, taxi driver, forklift operator, electrician, and pest controller.
- Close partnerships were established with the local statutory non-profit training bodies which reaped the following benefits:
 - The partners contributed to 75% of HKCSD's total training places.
 - An estimated value of US\$4.5 million training fees were waived. This saving in training fees were injected into other rehabilitation programs and community education projects.
 - Enhanced HKCSD's ability to adjust the value of the Vocational Training curriculum in accordance with the PICs' post-release employment statistics as less manpower commitment from the HKCSD was required.

(d) Outcomes: Efficiency enhancement and cost savings

The outcomes include:

- **Saving of public expenditure:** The government's policy requires all departments to approach the HKCSD for goods and services that it offers, on a direct costs recovery basis (including material costs, transportation and ancillary installation charges). For goods and services that are not or cannot be provided by HKCSD, those departments may procure them from commercial sectors through the normal procurement process.



Hong Kong (China): 'Competitive advantage' of secured goods

As a consequence, the HKCSD has a secured demand for its goods and services. This has enabled it to allocate resources for research and development of higher value-added products with substantial demand and products that meet the customised requirements of the government departments. Thus, in 2016, as a result of this policy, the government saved US\$36 million.⁷⁵

- **Financial efficiency:** To facilitate prudent management of public money, several tailor-made information technology management systems have been used for:
 - Reducing administrative costs by streamlining the process of costs recovery from other government departments; and
 - Facilitating real-time monitoring and decision-making on job order management, material replenishment, contract management and products delivery control to avoid creation of excessive stocks and dormant items, which are a wastage of public money.

In addition, half-yearly in-house stock taking exercise and regular audits by other government departments are conducted to safeguard and enhance the efficiency of the financial operation of prison industries.

- **Intangible efficiency enhancement on custodial management:** To ensure security and safe custody of PICs, each industry workshop is restricted to 60 to 70 participants. The participants are allocated to the workshops by classifying them into four security categories based on their potential security risk and the length or balance of their sentences. The four security categories of PICs are managed separately.

⁷⁵ In 2016, the market value of HKCSD's products and services amounted to US\$57 million, whilst the material and transportation costs were US\$21 million. This resulted in public expenditure saving of US\$36 million.

At least 13 trades and product lines are carried out in 130 workshops with different skill, tool and machinery requirements being introduced to match suitable work-posts to the individual PICs according to their security classification.

For example, PICs with short sentences, higher security risk or poorer physical conditions will be assigned to do less complication work such as laundry services and book-binding. PICs with lower security risk and longer balance of sentences will be allocated to shoe-making and carpentry.

- **Enhancing operational efficiency in Industrial Production:** Over the years, HKCSD has taken proactive steps which have directly or indirectly enhanced the overall operational efficiency of industrial production. They include:
 - Facility upgrade (such as installing computer numerical control cutting/routing equipment in the carpentry, garment and leather workshops to maximise the use of raw materials and to produce better quality and quantity of products).
 - Green management (such as recycling carton boxes to reduce waste and costs; and recycling disposed glass bottles into glass aggregates to replace stone aggregates in the manufacturing of tactile slabs).
 - Establishing good occupational, safety and health practices (such as educating PICs about safety rules and procedures; and displaying bilingual and user-friendly infographic safety posters and installing customised needle guard sewing machines).

The occupational, safety and health measures have reinforced HKCSD's duty of care to PICs and minimised the costs associated with a PIC being injured (such as medical costs, reduction in output due to work interruption, investigation into the incident, monetary compensation).

- **Implicit cost savings and efficiency gained by business partners:** HKCSD has entered several service level agreements key partners for the provision of its products and services.

In particular, the 2003 agreement with the Hospital Authority⁷⁶ is a one-stop service package for the provision of over 1.6 million linen items and uniforms for all the public hospitals and clinics each year.

This has resulted in the following benefits to the Hospital Authority:

- Tangible cost saving in product prices
 - Efficiency gains in manpower savings in the procurement administration and quality assurance of linen items which are fully administered by the HKCSD
 - Provision of workshop solutions for product enhancement and development by HKCSD at no extra cost (discussed above).
- **Close rapport with statutory training bodies in vocational training:** The HKCSD has a close relationship with the local Employees Retraining Board ('ERB')⁷⁷ and the

⁷⁶ The Hospital Authority manages 42 hospitals and over 120 clinics with about 280,000 beds in 7 regional areas.

⁷⁷ The ERB is an independent statutory body which coordinates, funds and monitors 700 training course in about 30 industries that are market-driven and employment-oriented to meet the changing needs of the local employment market.

Construction Industry Council ('CIC')⁷⁸ for the provision of market-oriented Vocational Training to PICs by waiving the training fees.

HKCSD reported that in 2016:

- 75% (1,055) of the vocational training courses were provided by the ERB and the CIC; 20% (284) were provided by other service providers; and the remaining 5% (70) were provided by HKCSD's industrial staff.
- The full training fees waived was estimated at US\$4.5 million. This 'saving' has allowed HKCSD to invest the money towards rehabilitation programs and community education projects.
- To support the PICs in their reintegration into society, all vocational training courses contain a 6-month post-release follow up employment series provided by the training authorities. This service provides immediate employment services to the PICs by securing job placements after their release into the community. In 2016, the overall post-release employment rate and related employment rate across 41 vocational training course types were 73% and 27%, respectively.

Positive post-release employment statistics reflect the effectiveness of training. Thus, HKCSD has been reviewing and adjusting its vocational training curriculum to increase employability of released PICs.

- **Synergy of vocational training and workshop production:** Additional vocational training opportunities have been explored in the industrial production area for optimal utilisation of available human and workshop resources.

For example, at the Precast Concrete Workshop, overhead cranes and forklift trucks are used in the production of kerbstones and slabs. PICs must pass the accredited training in Forklift Truck Certificate Course and the Overhead Crane Operator Certificate Course before they can operate the cranes and trucks.

To assist the PICs:

- HKCSD's technical staff provide trade-specific practical training techniques to them during their daily industrial engagement. These practical experiences and competencies help the PICs to pass the skills tests conducted by the statutory accreditation authorities, and thereby obtain their qualifications.
- In addition to the daily supervision and training of PICs in manufacturing concrete products, the technical staff also coach and prepare competent PICs to sit for the Intermediate Trade Test (concreter) organised by the CIC. This increases their post-release employability.

Similar practice has been extended to other Workshops (metal, carpentry, garment and printing).

⁷⁸ The CIC is a statutory body which is responsible for providing training courses and workers' assessments for the local construction industry.

(e) The way forward for Hong Kong (China)

The HKCSD's Industrial Production Workshops and Vocational Training Courses have benefitted the PICs, and generated cost-savings and efficiencies to all stakeholders and to HKCSD in the following ways:

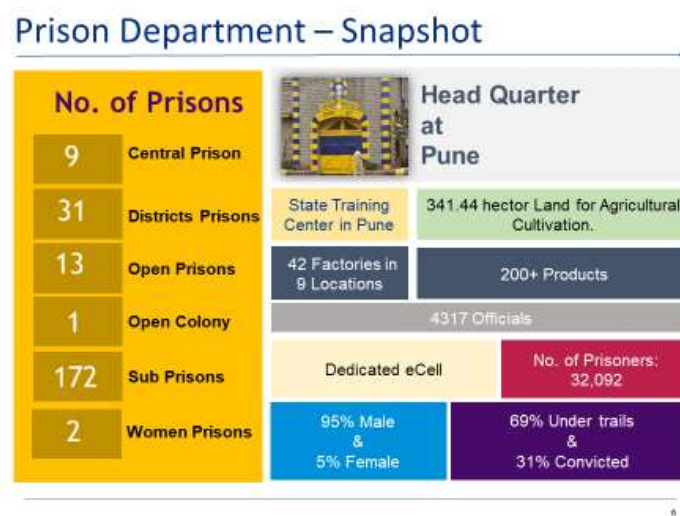
- Improving the stability and operational efficiency of custodial management through secured demand for quality products, wide variety of work types, continuous facility upgrades, green management application and implementation of occupational, safety and health procedures.
- Huge savings of public money and efficiency gains to business partners through provisions of products and services at cost basis and one-stop services package, respectively.
- Close partnerships with providers to deliver market-orientated vocational training courses to PICs resulting in huge savings in training fees.
- Using the savings gained into rehabilitation programs for PICs, facility upgrades and other projects.
- Providing a diverse range of market-orientated industry workshops and vocational training courses to PICs that promote their rehabilitation journey and increase their post-release employability.

In sum, the HKCSD has successfully been performing the dual role as society's guardian and rehabilitation facilitator by following the principle of *"doing more with less."* This has benefited all parties concerned including the protection of community safety.

6. INDIA

The presentation from India focussed on the prison industries in the state of Maharashtra. Maharashtra is a state in the western region of India and is India's second-most populous state and third-largest state by area (over 307,713 square kilometres). It has over 112 million inhabitants and its capital, Mumbai, has a population of approximately 19 million.

(a) Snapshot of Maharashtra Prison Department



India: Maharashtra Prison Department

A snapshot of the Prison Department is provided above. The vision of the Maharashtra Prison Department is to reform the prisoners, help them reintegrate with the community and create a crime-free society.

(b) Challenges and corrective actions

The Maharashtra Prison Department has a number of challenges. The main challenges are:

- *Prison overcrowding and lack of integrated IT system:* Prison overcrowding coupled with the lack of a robust integrated IT system have made it difficult to categorise the prisoners' risk level and map out their individual needs and healthcare requirements. However, plans are in the pipeline to introduce an integrated software system with the police and courts for information sharing.
- *Lack of trained staff:* A lack of trained prison staff can create safety risks to prisoners, staff and visitors. However, an annual training calendar for staff will be introduced to run training programs in healthcare, mental health care and suicide awareness.
- *Stigma towards prisoners:* Prisoners are shunned by society and their families. To reduce this stigma, a number of corrective actions are being explored and/or implemented such as:
 - Providing vocational training and skill development in prisons (see below)
 - Placing more emphasis on entrepreneurship development
 - Providing opportunities for family visits ('*Galalbhet*' embracing initiative) to promote positive family relationships.
 - Invitation to well-known personalities to deliver talks.
 - Organising cultural and music programs in liaison with NGOs.
 - Providing counselling services to the prisoners.
 - Classification and separation of prisoners according to their criminal background.

During the presentation, delegates saw a video on the '*Galalbhet*' initiative at the Kalamba Central Jail. Invitations had been sent to 250 family members. About 150 family members attended the event where prisoners shared a meal with their families. The highlight was the birthday celebration of the 9-year old daughter of a prisoner. The event was a great success.

It is hoped that the actions will bring the following outcomes:

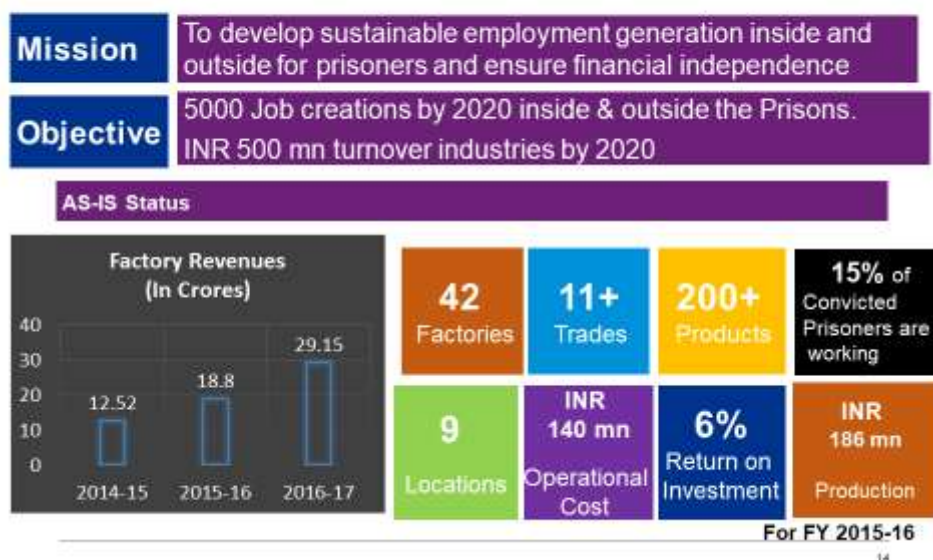
- Positive response to the '*Galalbhet*' initiative by family members, as depicted in the video presentation during the session.
- Improvement in the prisoners' behaviour and thereby the prison environment.
- Self-dependency and labour skills to the prisoners to assist their reintegration into the community.
- Encourage ex-prisoners to lead a crime-free life.

(c) Maharashtra Prison Industries

A snapshot of the Maharashtra Prison Industries for the financial year 2015-2016 is provided below. Its mission and objective is to create 5,000 jobs for the prisoners by 2020, whilst they

are in prison and also in the community. This aim is to ensure the financial independence of the prisoners so that they will be law-abiding citizens.

Maharashtra Prisons Industries



India: Snapshot of the Maharashtra Prison Industries

A diverse range of vocational training and technical programs have been implemented for skill development, reformation and rehabilitation of the prisoners, in following industries: Carpentry, Metal working, Bakery, Laundry, Leather, Textile (namely, weaving, carpet-making and dyeing, Tailoring, Paper making, Chemical works, Car washing, and Prison agriculture.

About 2,200 prisoners have participated in these industrial activities.

(d) 'Job-Work' Public Private Partnership ('PPP')

To establish a new generation industrial training program, Maharashtra Prison Department has recently introduced the 'Job-Work' Public Private Partnership ('PPP') module to further assist prisoners to increase their job opportunities.⁷⁹

In general, prisoners are fast emerging as the new labour workforce for India's private sector. The Indian prison industry (manufacturing for the state or making prison-branded goods) has lately started working for the private sector.

In late 2015, 30 inmates at Yerwada Central Jail in Pune, were recruited by a private company which started an assembly unit for automotive wiring harnesses there, after its successful operation in Tihar in 2014.⁸⁰ The company had initially employed 80 prisoners across both

⁷⁹ For more information about the Public Private Partnership model in the prisons in India, please see: http://ijlljs.in/wpcontent/uploads/2016/11/Paper_Submission_Viability_of_Prison_Privatization_docx.pdf

⁸⁰ When India hosted APCCA in 2013, delegates visited the Tihar Jail and observed the various industries being carried out including the marketing of consumables under the brand 'TJ'. For more information, please see:

correctional facilities, but there were room to employ at least 200.⁸¹ For optimal results from their two-month training program, the company hired only prisoners who were serving sentences of five years or more. On completion of their training, the prisoners were awarded certificates. They were also remunerated and part of their wages went to the prisoners' welfare fund and the institution itself.

(e) Branding and Marketing Guidelines for 'Maka' Brand

Products manufactured in Maharashtra prisons are sold under brand name 'Maka' through various outlets at different locations in the state. The branding and marketing strategies adopted for the products are summarised below:

- *Policy and design rollout:* The policy included the branding and marketing guidelines for 'Maka' brand, and demand-based production.
- *Design and implementation of the 'PPP' model:* This covers the conceptualisation of industry operations under the PPP model.
- *Modular Employable Skills ('MES') training:* For correction and rehabilitation of the prisoners, the Maharashtra Prison Department has introduced the MES training to build the employability capacity of the prisoners in various areas (discussed above). Selected prisoners undergo skills and entrepreneurship training provided by training institutes and industry partners.
- *Market linked production and e-market:* Retail sales are conducted through e-commerce, and by expanding retail outlets.
- *Innovative schemes:* Using solar technology to reduce costs. Manufacturing market-oriented products such as LED bulb, and delivering services to customers directly through laundry and carwash centres.
- *IT-based solutions:* Investing in modern technology in prison industries and agriculture such as providing modern machinery, equipment and technology for the prisoners. This increases production levels and occupational, health and safety standards.

(f) The way forward for India

By law, all prison departments in India have corporate social responsibilities in the following areas:

- Eradicating hunger, poverty and malnutrition
- Healthcare
- Promoting education
- Environmental sustainability
- Protection of national heritage

The Maharashtra Prison Department has developed the following 'Pathways' to deliver its corporate social responsibility to the prisoners:

- Legal aid to prisoners

http://www.delhi.gov.in/wps/wcm/connect/lib_centraljail/Central+Jail/Home/About+Us and also N Morgan and I Morgan, APCCA Report 2013 at http://www.apcca.org/uploads/APCCA_Report_2013.pdf.

⁸¹ For more information, see: <https://timesofindia.indiatimes.com/home/sunday-times/deep-focus/Private-sector-goes-to-prison/articleshow/51960286.cms>.

- Establishing an e-Court system for information sharing between prison, police and the courts, and to expedite court matters
- Medical aid
- Skills development (see above)
- PPP initiative

For the future, the Maharashtra Prison Department has developed a '*Corporate Social Responsibility Roadmap*':

- Setting up a Corporate Social Responsibility ('**CSR**') Committee
- Developing a CSR policy for the Department
- Setting up a CSR Unit at departmental and prison levels
- Identifying the roles and responsibilities of the CSR Unit

7. JAPAN

The role of the Correction Bureau in Japan falls under the following responsibilities: Retribution; Deterrence; Incapacitation; Rehabilitation and Cost Effectiveness. The presentation was on 'Private Public Partnerships' ('**PPP**') as enterprises to bring about cost effectiveness and efficiencies in corrections.

In the early 2000s, Japan experienced prison overcrowding and staff shortages. To alleviate these issues, the Corrections Bureau, Ministry of Justice decided to work in partnership with the private sector under *Privately Financed Initiatives* ('**PFI**') in two major ways:

- Construction and/or operations of four Rehabilitation Program Centres by the private sector under the *Act on Promotion of Private Finance Initiative*.
- Utilising private sectors' expertise in providing rehabilitation, work and vocational training programs at existing correctional facilities under the *Public Service Reform Act*.

The presentation from Japan discussed the above two matters and provided some examples of the services that have been outsourced to the private sector at the Rehabilitation Program Centres, in collaboration with the Ministry of Justice.

(a) Privately Financed Initiatives ('PFI') in Japan

Commencing in 2005, Japan adopted the *Privately Financed Initiative* ('PFI') model for the design, construction and operations of four Rehabilitation Program Centres ('RPC') by the private sector under the *Act on Promotion of Private Finance Initiative*. The four RPCs were: Mine RPC; Kitsuregawa RPC; Shimane Asahi RPC; and Harima RPC.

At the Mine RPC and Shimane Asahi RPC, the private sector *funded* the design and construction of these centres. Thereafter, it provided services such as monitoring of inmates, security, vocational training, work programs, inspection of letters, custody of retained articles, and medical examination. However, powers such as use of force (using weapons or handcuffs on prisoners), assignment of prison work and imposition of punishment are retained by the prison administration/public sector.

By contrast, the construction of the Kitsuregawa and Harima RPCs was funded by the government. The private sector is involved in the operations and maintenance of both Centres.

Facility	Capacity	Segment	Contract duration	Services
Mine RPC	1,300 male and female inmates	PFI	20 years (2005-2025) Commenced: April 2007	Construction and provision of certain services by private sector
Shimane Asahi RPC	2,000 male inmates	PFI	20 years (2006-2026) Commenced: Late 2008	Construction and provision of certain services by private sector
Kitsuregawa RPC	2,000 male inmates	PFI	15 years (2007-2022) Commenced: Oct 2007	Construction by public sector but run by private sector
Harima RPC	1,000 male inmates	PFI	15 years (2007-2022) Commenced: April 2007	Construction by public sector but run by private sector

Japan: Privately Financed Initiatives

In late 2016, a fifth project under PFI was entered with the private sector to provide specified operational services at certain parts of the International Centre of the Ministry of Justice, but excludes the exercise of public power.

Following the success of the above PFIs, certain types of operations/services were thereafter entrusted to the private sector at eight existing public sector facilities under the *Public Service Reform Act* through private competitive bidding by service type. The types of services included, for example, General Affairs/Security, Education/Vocational Training, and Meals Service for Inmates.

Public Sector Facility	Segment	Contract duration	Services
Kurobane, Shizuoka and Kasamatsu Prisons	<i>Public Service Reform Act</i>	7 years (2010-2017 & 2017-2024)	Prison operations by private sector
Fuchu Prison and Tachikawa Detention House	<i>Public Service Reform Act</i>	5 years (2014-2019)	General affairs services by private sector
Osaka Detention House, Kakogawa Prison and Kochi Prison	<i>Public Service Reform Act</i>	10 years (2014-2025)	Meal Services for Inmates by private sector (excluding the exercise of public power)

Japan: Entrusting certain services to the private sector at existing public correctional facilities

Thus, the PFI is a new method of utilising private sector capital, management ability and technical ability to conduct the design, operation and maintenance, and administration of these facilities.

(b) Mine Rehabilitation Program Centre, Yamaguchi⁸²

The Mine RPC commenced operations in April 2007 and was the first institution in Japan to be operated under joint cooperation between public and private sectors under the PFI model.

⁸² See <http://www.mine-center.go.jp/en/index.html>.

Mine RPC has a unique philosophy of maintaining harmony with, and providing economic benefits to the local community by providing employment to them and buying food products from the local providers.

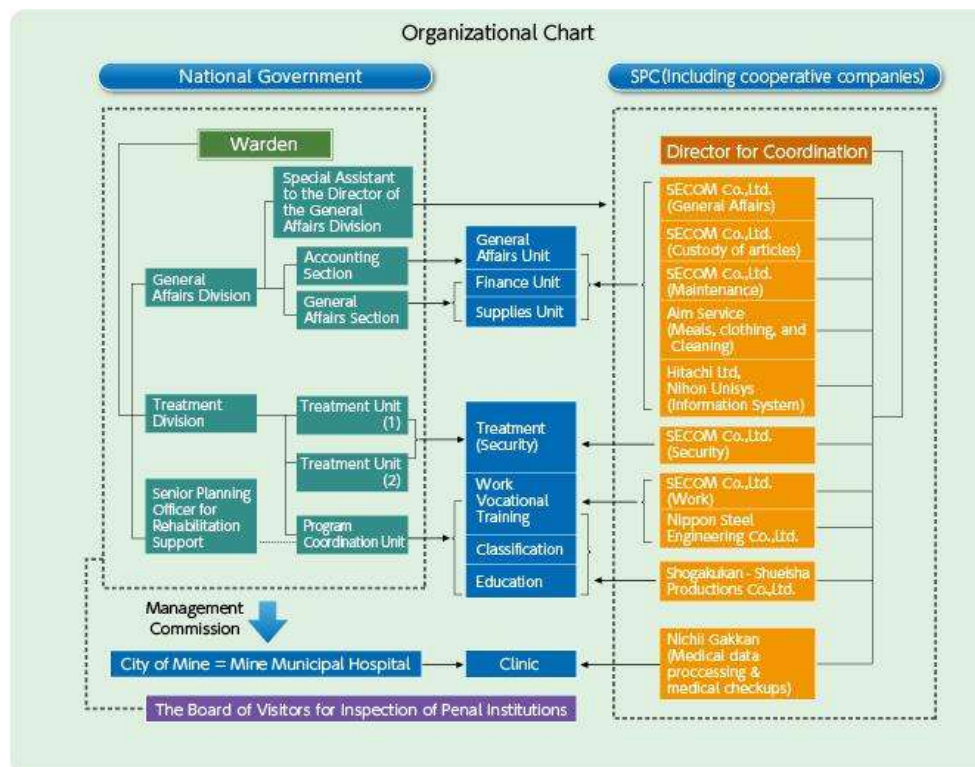


Japan: Mine Rehabilitation Program Centre

Operator:	Mine SECOM Group
Site area:	280,622 square meters
Capacity:	1,300 prisoners (500 males and 800 females who are first-timers who have committed minor offences and have support upon release.
Private sectors:	Including Mine SECOM Group, Shimizu, Takenaka, Nippon Steel Engineering, Hitachi, ShoPro, Nichii Gakkan, Tokyo-Mitsubishi UFJ
Contract duration:	20 years (2005-2025)
Project services:	Building design and construction; Maintenance; and Operations
Employees:	175 public sector staff and about 670 private sector staff

Japan: Snapshot of the Mine RPC

The private sector was involved in the design, construction and maintenance of the Centre. A 'special purpose company' called Mine SECOM Group was set up to operate the Centre's operations with other private sectors.



Japan: Organisational Chart at Mine RPC

As can be seen in the Organisational Chart above, the scope of the operation covers security; monitoring of prisoners; providing work and vocational training programs; conducting medical check-ups and data processing at the Clinic; providing services such as supplying daily necessities, meals, cleaning and laundry. Visitors and all staff are provided with wireless tags for security purposes and to monitor their movement.

General work conducted by the inmates include IT-related work, agriculture and horticulture. On the job training is also conducted in IT skills, cleaning, cooking and baking. The prisoners are encouraged to study, read books and do exercise.

Although the Mine RPC is a joint management facility, the national government remains the main service provider and assumes all responsibility for administrative tasks related to management of the Centre.

(c) Shimane Asahi RPC, Hamada City⁸³



Japan: Shimane Asahi RPC

The Table shows a snapshot of Shimane Asahi RPC. It commenced operations in late 2008.

Operator:	Shimane Asahi Obayashi and ALSOK Group
Site area:	About 325,000 square meters with a building area of 98,557 square metres.
Capacity:	2,000 male inmates with tendency to commit non-serious offences. Some have physical, mental or intellectual handicaps which require specialist care.
Private sectors:	Including Obayashi, ALSOK, NEC, Marubeni, GREEN HOUSE, PHP Institute, Mizuho Corporate Bank
Contract duration:	20 years (2006-2026)
Project services:	Building design and construction; Maintenance; and Operations
Employees:	About 200 public sector staff and about 300 private sector staff

Japan: Snapshot of Shimane Asahi RPC

The Centre was built by the private sector to reflect and blend in with local scenery, environment and landscape (namely, the mountains, terraced rice fields and Sekishuu roof tiles). For example, the façade of the Centre's administration office and the passage ways have the traditional roof tiles. The sloping driveway to the administration office replicates the terraced rice fields.

The Shimane Asahi Obayashi and ALSOK Group (which were the successful bidders for the project) became the operators of the Centre. To ensure that private sector staff at the Centre

⁸³ See <http://www.shimaneasahi-rpc.go.jp/english/index.html>.

do not come into contact with the inmates, a dedicated work area has been allocated to them to perform their operational duties.

- (i) *Security services by private sector:* As the inmates have free movement around parts of the Centre, the private sector provides security services such as:
- Monitoring the inmates' movements on computer screens.
 - Operating the doors by electronic key system.
 - Monitoring and detection via infrared sensors and CCTVs.
 - Preventing contraband entering the centre via metal detectors, X-ray examination equipment and a drug detection equipment.
- (ii) *Shimane Asahi Rehabilitation Support Community Model:* Over the years, the private and public sectors have been sharing intelligence and networks to support the inmates' rehabilitation and reintegration into the community. This joint operation has successfully built the '*Shimane Asahi Rehabilitation Support Community Model*' by embracing the local ideas and contributing positively in building together the community's economy as well as supporting the inmates' gradual release into the community.

For example:

- Some community volunteers correspond with inmates in writing.
- The Centre has a kindergarten and a gymnasium (to learn *judo* and *kendo*) available for the community's use.
- The inmates perform activities such as Braille translation and transcription; restoring abandoned bicycles which are sent to developing countries; street cleaning and cleaning nearby facilities.
- At the Guide Dog Training Centre, inmates are assigned their respective puppy for 10 months. Each inmate spends 24 hours per day with the puppy with the responsibility of feeding, exercising and training it to be a potential guide dog. This program enables the inmates to understand the importance of building good relationships with people, cherishing life and the joy of contributing to society.



Japan: Shimane Asahi RPC – Ariel view of the Community Area

- (iii) *Holistic Rehabilitation Program:* The inmates undergo a holistic *Rehabilitation Program* that are provided in joint partnership with the private sector, local community and industry, and the public sector. The *Rehabilitation Program* covers the following key areas:
- Treatment Programs (includes Victim Understanding, programs to address offending behaviour, and rehabilitation and reintegration programs).

- Educational Programs (includes cognitive behavioural therapy and restorative justice).
- Work Programs and Occupational Training Programs: Such as agricultural work outside the Centre to produce tea leaves, mulberry leaves and vegetables; and growing roses and other plants within the Centre. Other work programs include making masks for the traditional Shinto performances and make traditional paper and Iwami-style ceramics in collaboration with local welfare organisations.
- Inmates can opt to attend advanced courses such as hairdressing, nursing, office work, bakery, and computing. The local industry, academic institute and government agencies provide the training modules under joint partnerships.
- Inmates with physical, intellectual or mental disability attend a variety of programs to suit their specific needs. They include occupational and physical therapy, group psychotherapy, social skills training and introspection programs.

(iv) *Job Assistance*: Since 2014, the Shimane Asahi RPC has successfully collaborated with local business firms to enable inmates to provide free work within the Centre. This has enabled released inmates to secure work with the business firms. Under the *Shoku-Shin Project*, some companies provide internships and comprehensive living assistance to released inmates. In 2016, 'CORE-works' project was set up in the Tokyo and Osaka Regional Corrections Headquarters. Its function is to collect a national data-base of inmates seeking post-release employment. The information is disseminated to companies who wish to employ released inmates.

In summary, co-existing with the local community and private organisations is a unique way of how the Shimane Asahi RPC has successfully built a good rapport with them for the betterment of the inmates. This ensures that the inmates are provided with the requisite support and employment opportunities to lead a crime-free life when they are released into the community. It also enables the Centre to 'give back' to the community for allowing the Centre to be built in the township.

(d) Kitsuregawa RPC, Tochigi

The Kitsuregawa Rehabilitation Program Centre was built by the public sector. It commenced operations in October 2007. Kitsuregawa RPC is the first PFI facility in eastern Japan that is jointly run by the public and private sectors.⁸⁴

When APCCA was hosted by Japan in 2011, delegates visited Kitsuregawa RPC and observed how it was run.

Operator:	Kitsuregawa SECOM Group
Site area:	About 425,890 square metres with building area of 8,333 square metres
Capacity:	2,000 male inmates (including 250 with mental disabilities and 250 with physical disabilities).
Private sectors:	Kitsuregawa SECOM Group, Mitsui & Co. Ltd., Tokyo Biso Kogyo Ltd, ShoPro, etc.
Contract duration:	15 years (2007-2022)

Japan: Snapshot of Kitsuregawa Rehabilitation Program Centre

⁸⁴ <https://www.kitsuregawa-center.go.jp/cgi-public/english/summary.html>



Japan: Kitsuregawa RPC

Through the PFI, the Centre was able to outsource part of its operations to the private sector in limited matters:

- Security and monitoring of inmates;
- storage of inmates' personal effects;
- vocational training; and
- medical check-ups.

To operate the Centre, a '*special purpose company*' was set up (called the Social Rehabilitation Support Kitsuregawa Company Limited) based on investments made by companies constituting the Kitsuregawa SECOM Group, which were successful in bidding for the project.

- *Security operations:* One unique characteristic of this Centre is that it is responsible for the security operations/management of the Centre by utilising the knowledge and expertise of a private security company, and investing in innovative security systems. This also opens up work opportunities for the local community.
- *Medical services:* The government has established a clinic at Kitsuregawa RPC. General health services at the clinic is provided by the Medical Foundation Nakayamakai Utsunomiya Memorial Hospital including information sharing for the inmates' ongoing treatment by private health providers.



Japan: Medical services under PFI model at Kitsuregawa RPC

- *Special Units:* As the Centre has inmates with physical and/or mental disabilities, they are accommodated in Special Units that cater to their specific needs. Various programs including occupational therapy are provided to assist their rehabilitation and reintegration into the community.
- *Treatment/Rehabilitation Programs* run by the private sector such as overcoming substance abuse, victim empathy, and job assistance.
- *Vocational training courses* by the private sector in market-oriented work such as professional cleaning, cooking, aged care and computing.
- *Prison work* is provided by a group of companies such as food processing, cleaning, woodwork and organic vegetable farming.

(e) Harima RPC, Kakogawa⁸⁵

Harima RPC was built with funding from the government and commenced operations in April 2007. Under the PFI model, a wide range of operations have been outsourced to the private sector in collaboration between the Ministry of Justice and the private sector. These services include maintenance and management of the facility, security services, prison work, and education.



Japan: Harima RPC

Operator:	Harima Obayashi and ALSOK Group
Site area:	126,000 square metres with building area of 47,000 square metres
Capacity:	1,000 male inmates aged 26 years and over, who are first timers sentenced to between one and eight years' imprisonment. About 120 inmates with mental health issues are in Specialised Units.
Contract duration:	15 years (2007-2022)
Private sectors:	Obayashi, ALSOK, Toray, Manpower Japan, PHP Institute, Kokuyo Marketing Co. Ltd. etc.
Project services:	Maintenance and management of the facility, security services, prison work, and education
Employees:	About 150 public sector staff. About 90 private sector staff.

Japan: Snapshot of Harima RPC

- *Rehabilitation programs:* The programs include drug and alcohol addiction, traffic safety, victim empathy, domestic violence, parenting skills.
- *Vocational programs:* They include training in linen, building, cleaning, aged care, and computing skills.

⁸⁵ <http://www.harima-rpc.go.jp/eng/index.html>

- *Special Units:* These units house 120 inmates who have mental health issues. Suitable rehabilitation programs are provided to them such as cognitive behavioural therapy, social skills training and occupational therapy (gardening).

(f) Benefits of Private Public Partnerships through Privately Financed Initiatives

The aim of the PPP is to obtain moderately priced as well as superior public services, innovation of public administration, and economic stimulus through the creation of business opportunities for the private sector.

The benefits of PPP through PFIs are wide ranging:

- Supporting inmates in their rehabilitation and reintegration into the community:* As discussed above, the private sector, public sector and the local communities have collaborated with each other to provide rehabilitation, treatment, vocational training and work programs that have motivated the inmates to work, increased their self-esteem and have positive relationships. Obtaining market-oriented skills and work experience have increased their employment opportunities upon their release.
- Sharing of ideas and implementation of innovation to bring about improved operations:* New technology has improved security and operations in the facilities (for example, perimeter monitoring systems, body scanners, drones and wireless security tags) and protects community safety.
- Cost savings for the government:* As shown in the Table, the PFIs have reaped savings for the government as a result of the private sector funding the construction of some of the Rehabilitation Program Centres and outsourcing some services to the private sector.

Projects	Budget	Contract value	Savings
Mine RPC	\$514 million	\$470 million	\$44 million (8.4%)
Shimane Asahi RPC	\$933 million	\$838 million	\$95 million (10.1%)
Kitsuregawa RPC	\$365 million	\$352 million	\$13 million (3.4%)
Harima RPC	\$230 million	\$225 million	\$5.5 million (2.3%)

Japan: Cost efficiencies through PFI

- Economic benefits to the community:* Constructing the RPCs in townships have generated positive working relationships with the community. The PPP has resulted in increased job opportunities and increased demand and supply of local produce. Shipbuilding in Kurushima has boosted its economy. Nearly 7,000 jobs were created between 2006 and 2015. This is expected to grow to about 14,000 by 2026.

(g) Other Partnerships with Private Sectors

Through the Correctional Association Prison Industry Cooperation ('CAPIC'), the private sector has utilised its business acumen and experience to generate stable provision of prison work, quality prison work and effective public relations for the benefit of the government, prison staff, inmates and the community.

The Shoku-Shin Project at several prisons in Japan has involved 79 companies to provide internship and accommodation to released inmates. This has significantly reduced the stigma faced by inmates.

(h) The way forward for Japan

In conclusion, as a result of the PPP enterprises, the private sector now plays an important role in the correctional arena and has brought best practices in:

- Providing a variety of quality offender treatment, work and vocational training programs;
- Cost-effective administration; and
- A seamless through-care support for inmates.

8. MALAYSIA

The Malaysia Prison Department ('MPD') reported that it has a total of 60,533 inmates accommodated in its prisons, rehabilitation centres, detention centres, community rehabilitation centres, and correctional schools (for juveniles). As the total capacity is for 52,350 inmates, Malaysia is experiencing overcrowding in its correctional facilities.

(a) Reasons for PPP

As part of the country's *National Blue Ocean Shift/Strategy* ('NBOS')⁸⁶ to formulate high-impact, low-cost strategies that can be rapidly executed, the MPD has been engaging with NGOs and private organisations in order to achieve the following goals:

- Overcome overcrowding
- Meet the targets of the department and agency
- Leverage funding and resources provided by the private sector (wages and increased product output)
- Improved rehabilitation opportunities for inmates
- Generate community support for the inmates

The main areas of engagement are:

- Provision of vocational training and industrial program for the inmates
- Educational programs for inmates
- Community service

(b) Vocational training and industrial programs

The vocational training and industrial program is a National Dual Training System which is certified by the Department of Skill Development and Department of Man Power, Ministry of Human Resources and Ministry of Works. The aim is to increase their vocational skills, provide work experience during their incarceration period and to increase their post-release employment opportunities. Inmates who complete the program receive a Malaysian Skills Certificate Program.

⁸⁶ For more information about NBOS, see <https://www.blueoceanstrategy.com/malaysia-nbos/>.

The programs are provided in collaboration with several partners including the MARA Technology University, the Malaysia Pahang University, the Malaysia Digital Economy Corporation, Proton Berhad, Skills Development Department, Metro Driving Academy and Evergreen Livestock.

The types of vocational training and industrial programs include:

- Entrepreneurship and on-line Marketing
- Vocational training (such as cooking, catering, bakery, frozen food, tailoring, laundry, handicrafts, and spa/facial services).
- Automotive maintenance skills
- Public heaving vehicles driving
- Vegetable farming and fishery

Many products have been marketed under the brand name 'My Pride' (which stands for Malaysian Prison Department) such as frozen food, local snacks and cookies, furniture, woodwork and clothing.⁸⁷ These products are used in the prisons and sold to the community at hypermarkets.

Textile manufacturing include *kain songket* (songket material), *batik* and garments. In 2016, these textile materials were marketed online as a joint operation with the Malaysian Administration Modernisation and Management Planning Unit, the Public Bank Berhad and Post Malaysia.⁸⁸



Malaysia: Inmates' total income by category

The MPD has been made as an income-generating agency. In 2016, the revenue from product sales reached RM\$32 million and has continued to rise since then. Importantly, the profits made are shared amongst the inmates. They have been encouraged to deposit the money

⁸⁷ See <http://says.com/my/lifestyle/products-made-by-prisoners-in-malaysia> for the products produced by the inmates under *My Pride*. See also <http://says.com/my/lifestyle/malaysian-prison-inmates-vocational-skills-training-programme>.

⁸⁸ See <http://tempahan.prison.gov.my/tempahan/>.

into their personal bank account to help them when they are released. This helps them to open their own business and to lead a crime-free life.

Thus, the vocational training and industrial programs have benefited the inmates in the following ways:

- Improved self-confidence and self-esteem
- Develop more generic skills (communication, planning, organising and decision-making skills, and working in a team)
- Gain new marketable skills of a high standard that is certified by the relevant industries
- Work experience that increases their employment opportunities and therefore assist in their reintegration into the community
- Have a meaningful career path reduces the recidivism rate and helps family relationships

(c) Educational Programs

Educational programs are provided by the private sector includes the following:

- Microsoft Corporation: Sponsored laptops and Microsoft digital literacy training
- Open University: Online tertiary educational system
- Riverbank Academy: Free courses on ice-cream technology and entrepreneurship

Various government agencies have entered partnerships with NGOs:

- Training, coaching and organising cultural events
- Training and coaching in supplying sporting equipment
- Delivering Motivation Program in the prisons

(d) Community Service – *National Blue Ocean Shift/Strategy* ('NBOS')

To address prison overcrowding, the MPD has implemented the government's *NBOS* – namely, low cost, rapid execution and high impact strategies.⁸⁹

The Malaysian government aims to become an advanced nation by 2020. To achieve this, the *NBOS Summit* was held in 2009 to bring together all the governmental ministries and agencies, and the private sector, on a voluntary basis, to generate effective communication and the sharing of ideas. Since then, more than 100 NBOS initiatives have been implemented to address economic and social issues in the country, resulting in a 50% increase in the country's gross national income and the creation of over two million jobs.

NBOS' five-year strategic plan is to formulate high-impact and low-cost strategies that can be rapidly executed. The MPD has participated in this plan as a means to address its prison overcrowding problem.

The presentation showcased MPD's Community Rehabilitation Centre:

- **Low cost:** The cost of building a new prison for 1,650 inmates is about RM\$250 million (US\$62.5 million). The MPD has built a Community Rehabilitation Centre ('CRC') that costed RM\$25 million (US\$6.25 million) to rehabilitate 1,650 offenders who have

⁸⁹ For more information about NBOS, please see <https://www.blueoceanstrategy.com/malaysia-nbos/>.

committed minor offences. They constitute the largest group of the total prisoner population.

The CRC was built on an unused army camp and is run in collaboration with the Army, Malaysian Pineapple Board, private companies and the Ministries of Agriculture, Higher Education and Fisheries. These stakeholders provide vocational training in cultivating fish and growing high-yield crops, which are sold in open markets. This enables the inmates to earn and save the money generated from the sales, in preparation for their eventual release.

- **Rapid execution:** A prison takes about three to four years to build whereas the CRC only took about six months.
- **High impact:** The government saved about RM\$2.9 million (US\$0.7 million) to maintain the CRC. In essence, it costs 58% cheaper to run than a prison.

In essence, the CRC project provides sustainable benefits to the inmates and the stakeholders.

(e) Way forward for Malaysia

The PPP and NBOS initiatives have benefited all parties in different ways:

- *Malaysian Prison Department:* It has resulted in the expansion of programs to other inmates, renewable energy, savings and reduction in the recidivism rate.
- *Private sector:* Sharing and application of new ideas and technology in the correctional domain that have met the NBOS requirements.
- *Inmates:* As mentioned above, released inmates are equipped with market-oriented vocational and industrial skills, qualifications and experience which help them to obtain meaningful post-release employment. Profit-sharing of product sales gives inmates a good start to a new life in the community that is crime-free.
- *Community:* Community members are able to buy high quality products made by the inmates. It is evident that many inmates want to start afresh and are keen to work hard to earn money. Community members are now more accepting of released inmates and this has made their community reintegration a less onerous experience.

9. SOLOMON ISLANDS

The presentation from the Correctional Service of the Solomon Islands ('CSSI') showcased its Prisoner Industries and equipping the inmates with the requisite skills to increase their chances of obtaining post-release work.

(a) Background to Prisoner Industries

Since 1962, written records show that inmates have been involved in prisoner industries in boot making, tailoring and wood carving. Rove Correctional Centre ('CC') had a large joinery unit and bakery unit. Tetere CC had a productive farm. During the day, a few inmates have participated in working parties by doing useful work in and around Honiara such as cleaning public building grounds.

However, ethnic tensions that occurred between 1999 and 2002 impacted on the prisoner industries:

- Closure of Rove CC and Tetere CC and their industries/farm.⁹⁰
- Restoring the industries was a slow process. For example, the Guadalcanal group of landowners did not allow Malaitan prisoners to be housed at the Tetere Farm until 2010 (after extensive negotiations by CSSI).

Peace keeping assistance from the Regional Assistance Mission to the Solomon Islands ('RAMSI') led to the re-opening of the Rove and Tetere CC. As the number of inmates increased to over 350, it was imperative to revive the prisoner industries:

- A purpose-built joinery unit was built at Rove CC in 2009 to house 15 inmates and three officers. The inmates received training on occupational health and safety, and operating the machinery. Since then, the inmates have made furniture for more than 20 CSSI houses and have built a demountable canteen for visitors.
- With the training provided to the inmates by the Don Bosco Rural Training College, the Tetere Farm became viable again in vegetable, piggery, poultry and broiler production.
- A cane furniture workshop opened at Auki CC.
- A handicraft workshop opened at Lata CC.

(b) Commercialisation of CSSI Prisoner Industries

Under the *Correctional Service Act 2007*, convicted inmates are required to work whilst unconvicted inmates may volunteer to work. CSSI recognises that engaging inmates to do meaningful work during their incarceration period contributes to the safety and security of its facilities. However, this is viable if the inmates receive training in vocational skills.

CSSI reported that many inmates are unaware of the personal satisfaction derived from working. Thus, many inmates have been encouraged to work regularly at the correctional centres. They now understand and appreciate the benefits of working.

Between 2015 and 2016, the Tetere Farm and the Joinery Unit were commercialised. Other units also became commercialised CSSI enterprises for the following reasons:

- To be sustainable and accountable;
- To provide a revenue stream for CSSI;
- To fund the CSSI Rehabilitation Program; and
- To remunerate the inmates for work done. Completing six or more hours per day counts as a full day's work. A half day equates to completing three to five hours of work per day. There is no remuneration for working less than three hours. The pay rates are determined by the Commissioner.

(c) Governmental support and working with partners

The Solomon Islands government has provided additional funding to CSSI to set up more creative Rehabilitation Programs, vocational training programs and the necessary infrastructure:

⁹⁰ The animals at Tetere Farm were slaughtered and the vegetable garden became overgrown and abandoned.

- A Bakery Unit for 12 inmates at Rove CC to supply bread to Rove CC and Tetere CC. Training is being provided to the inmates for the unit to be opened in 2018.
- A Tailoring Unit for 12 inmates at Rove CC to make uniforms for the inmates.

To ensure the success of the CSSI educational programs and Enterprise Units, the CSSI has collaborated with a number of private companies to utilise their expertise and experience.

Provider	Training and Expertise	Correctional Centre
Guadalcanal Palm Oil Limited	Agriculture	Tetere
Don Bosco	Live stock	Tetere
Delitte Bakery	Bakery	Rove
Tropical Storms and Kaliko Stayfree	Tailoring	Rove
Solomon Islands National University	Wood working	Rove
	Joinery	
Solomon Environmental	Landscaping	Rove
Red Devil	Construction and road works	
GPOL (lead exporter of palm oil)	Aerial mapping of the farm and assistance in vehicle repairs and using machines for road repairs	Tetere

Solomon Islands: Industry partners

(d) The way forward for the Solomon Islands

The CSSI aims for its six Correctional Centres (Rove, Tetere, Auki, Lata, Gizo and Kirakira) to provide:

- Education and vocational training programs to the inmates.
- Meaningful work for all sentenced inmates that meet community demand and expectations.
- Provide meaningful work to sentenced inmates at no cost to the respective CC and to provide a revenue stream to fund more rehabilitation programs.

In addition, plans are underway for the near future:

- Rove CC Bakery Unit to extend its bread supply to officers, police and the public.
- Rove CC Tailoring Unit to make officer's uniforms and school uniforms for the officers' children.
- To build an abattoir at Tetere Farm for its livestock and to offer its services to neighbouring farmers, for the markets.
- To build a meat processing plant at Tetere Farm

In addition, in the future, all inmates to participate in a 'Constructive Day' that promotes good work ethic and that replicates what community life is about. The aim is to encourage inmates to spend their incarceration period in a worthwhile manner by engaging in vocational training programs and prison industries where they are remunerated.

Thus, having the vocational training skills, work experience and money saved, will place released inmates in a better situation to obtain worthwhile jobs in the community.

10. SRI LANKA

In Sri Lanka, the Prison Department has adopted various methods to bring about effectiveness and cost-savings in its Correctional Programs by using new technology; learning from past experiences; and entering into partnerships with external agencies to deliver its corrections programs.

The presentation by Sri Lanka focussed on the ways it has collaborated with external agencies to deliver its Correctional Programs that are effective and cost-saving. The external agencies include government organisations, NGOs and private companies.

(a) Correctional Programs in Sri Lanka

In Sri Lanka, the Prison Department provides the following development programs to its inmates:

- *Spiritual Development*: Religious intervention, counselling, physical exercises such as yoga.
- *Educational Development*: Literacy skills and primary to tertiary education, including online degree programs at government universities
- *Skills Development*: Such as leadership, communication and computing skills, and vocational training (masonry, carpentry, wiring and tailoring)

The current Correctional Programs for the inmates are:

- *Home Leave Program*: Eligible inmates are allowed to reside at home with their families for seven days on the first occasion; then 10 days for the second time; and thereafter for 14 days on each occasion.
- *Release on Licence* ('Licence Scheme'): Eligible inmates are released on licence before their discharge date.
- *Work Release Program*: Eligible inmates work at external government institutions during the day.

(b) Private and public partners involved

Sri Lanka's Prison Department has partnerships with the following agencies in delivering its Correctional Programs:

- Semi-government agencies include:
 - National Dangerous Drugs Control Board
 - National Apprentice and Industrial Training Authority
 - Vocational Training Authority
- Ministry of Health
- International Committee of the Red Cross
- NGOs: Such as Serve International and Sarvodaya
- Private sector: PG Martin

(c) Implementing Licence Schemes with external agencies in the community

Implementing Licence Schemes in partnership with external agencies involves the following process to ensure its success and to protect the safety of the parties involved:

- The prison department identifies eligible inmates.
- The prison department identifies and coordinates licence holders who satisfy the requirements to receive training or employment with the relevant external agency.
- Licence holders are granted permission to attend training or work programs, and have to comply with the conditions imposed.
- The relevant external agency supervises the licence holders during the training or work program, and coordinates with the prison department.
- The external agency reports to the prison department if a licence holder breaches a condition. Suitable directions will be given to the licence holder. If the breach continues, the inmate will be returned to the prison.

The success of the Licence Scheme is measured in the following ways:

- The inmate continues to work for the external agency after being released from prison.
- The inmate has successfully reintegrated into the community and does not re-offend.

Cost savings to the prison department are measured as follows:

- The external agency pays for the training costs.
- The external agency pays the inmates' wages for work done.
- No need for the prison department to provide vocational skills program in the prison for the licence holders.
- No need for the prison department to pay the external agency for the training it provides, or any other associated costs.

(d) Implementing Correctional Programs in the prison with external agencies

The prison department applies the following process:

- Identifying eligible inmates.
- Identifying the external agencies which are suitable and willing to be involved in Correctional Programs.
- Inviting those agencies to be involved and allowing them to organise the Correctional Programs with prison staff.
- Supervise the program.

Cost savings and efficiencies of the Corrections Programs are measured as follows:

- The external agency bears all the associated costs in delivering the Program (such as providing the necessary equipment, materials and technology).
- The external agency has specialist knowledge and experience in the subject matter contained in the Program.
- The external agency provides facilitators who has expert knowledge and experience in the subject matter contained in the Program.

(e) The way forward for Sri Lanka

For the future, the Prison Department of Sri Lanka will be focussing on:

- Reducing the recidivism rate of inmates through skills development and changing their criminal attitudes.
- Strengthening the License Scheme and increasing the number of license holders.
- Increasing the variety and number of vocational training programs provided by external agencies to the inmates (inside and outside the prisons).
- Increasing the number of employment opportunities offered by external agencies to released inmates.
- Increasing the number of Correctional Programs provided by external agencies that would assist the inmates' rehabilitation and reintegration into the community.

Safety in the community and a reduction in the recidivism rate can be achieved if all the above strategies are carried out.

11. CONCLUSION

It is evident from the presentations and discussions that correctional departments see the importance of providing education, vocational training and meaningful work programs as part of the inmates' rehabilitation process, and supporting their successful reintegration into the community. In addition, correctional departments constantly face the challenge of working smart and '*doing more with less*' to achieve cost savings, efficiencies and effectiveness in these programs.

Working in private-public-partnership ('PPP') with private sectors, NGOs, other government departments and agencies is proving to be an invaluable strategy through the sharing of specialist knowledge, innovation and experience. For example:

- the design, construction and/or maintenance of facilities (as in Japan)
- security services and monitoring of inmates (as in Japan)
- medical services to the inmates
- transporting inmates to and from prisons, courts and hospitals
- educational programs
- vocational training programs
- work programs

However, there are several models on how these partnerships can occur as they depend on several factors:

- Government's support (funding to build infrastructures and support the programs).
- The *nature* of the *services* that the agency can offer (mentioned above)
- The agency's *availability and willingness* to be involved.
- The *extent* of the agency's involvement (for example, number of participants, duration, frequency, and whether the services and resources will be provided freely or for a fee?).
- The contract terms and duration.
- *Commitment* from all parties for sustainability of projects/programs and to achieve cost savings, efficiencies and effectiveness in them.

There is no doubt that new PPPs and Privately Financed Initiatives (as in Japan) will be a trend in corrections in the future as they provide a ‘win-win’ situation for everyone involved. As succinctly stated by Canada:

“When we share our ideas, our opportunities, and our collective power, we will be better positioned to create greater value for the mandate of corrections.”

AGENDA ITEM 5:

Best practice in caring for old aged offenders, offenders with dementia, and offenders with psychiatric conditions

1. INTRODUCTION

Correctional systems face significant challenges in managing high-needs offenders, including the aged, people with dementia, and people suffering from mental illness. Prisons will house some of these offenders but their conditions may sometime reach the stage where they need to be in a specialised facility, such as a secure psychiatric hospital or other secure place.

Providing for an ageing population is a problem for the whole community, especially as life expectancy increases. The problems are more acute for offenders than the general community because many lead high risk lifestyles and are in poor health. Historically, prisons were also designed around the needs of a younger and more mobile population, not an ageing group.

Mental illness is increasing in society generally, and in prisons. Growing numbers of people are being diagnosed with psychiatric conditions. It is also well-known that trauma, alcohol abuse and illicit drug use - which are common amongst offenders - can cause or exacerbate such conditions. Milder forms of mental illness, such as anxiety and lower-level depression, can generally be managed by a doctor and appropriate medications. However, the more acute forms of mental illness require specialised psychiatric interventions. Mental illness generates many risks in prisons. At the lower end, it may lead to confusion, disobedience, or poor conduct. At the higher end, there is the risk of self-harm or of causing injury to others.

Rates of dementia are on the rise as well. Dementia is a mental illness that is usually associated with old age, but 'early-onset' dementia can affect people at a much younger age. There is a risk that dementia will not be diagnosed at an early stage because the symptoms are vague and because it affects people gradually. The later stages of dementia require levels of care. At the earlier stages, the risk is that dementia will cause people to breach prison rules simply because they are confused or forgetful.

During this session, delegates from Fiji, Hong Kong (China), Korea, Macao (China) and Malaysia presented on the topic. Vietnam submitted a written paper. At APCCA 2015, the topic for Agenda Item 4 was *"Managing offenders with special needs who pose specific challenges (including security, safety and rehabilitation) and associated staff training requirements."*

The information below should be read in conjunction with the *APCCA Report 2015*.⁹¹

⁹¹ Please see http://www.apcca.org/uploads/APCCA_Report_2015.pdf: N Morgan and I Morgan, *APCCA Report 2015*, under Agenda Item 4.

2. FIJI

The presentation from Fiji Corrections Services ('FCS') was on aged inmates and mentally ill inmates. An offender who is over 60 years old is classified as an '*aged offender*'. '*Mentally ill offenders*' are those who have been sighted or observed by the court or have been detected, to have a mental illness.

At APCCA in 2015, Fiji presented on the challenges it faced in managing aged inmates and mentally ill inmates, and identified the various strategies to mitigate those issues. A summary of the presentation is captured in the *APCCA Report 2015*⁹² and should be read in conjunction with the information below.

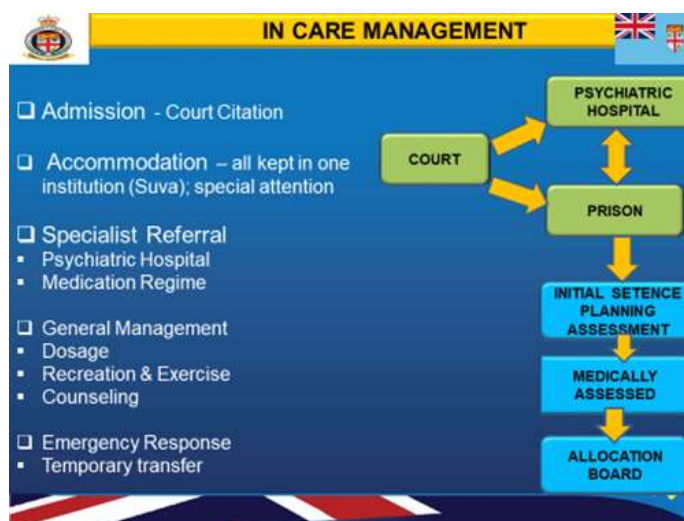
(a) Statistics – Aged inmates

In 2017, Fiji reported that out of its total prisoner population of 2,175, there were 87 aged offenders⁹³ and 16 mentally ill offenders.⁹⁴ Between 2014 and 2017, the percentage of aged offenders has remained constant at 4% of the total prisoner population.

YEAR	NUMBER OF AGED INMATES (over 60 years)	TOTAL PRISONER POPULATION
2014	40 (3%)	1,333
2015	71 (4%)	1,775
2016	77 (4%)	1,925
2017	87 (4%)	2,175

Fiji: Number of Aged Inmates in 2014 - 2017

(b) In-care management of mentally ill inmates



Fiji: In-care management of mentally ill inmates

⁹² Please see http://www.apcca.org/uploads/APCCA_Report_2015.pdf: N Morgan and I Morgan, *APCCA Report 2015*, under Agenda Item 4.

⁹³ Namely, 4% of the total prisoner population.

⁹⁴ Namely, 1% of the total prisoner population.

As depicted in the diagram above, the court determines the placement of the mentally ill inmates – namely, at a psychiatric hospital or at Suva Prison (as it is near the psychiatric hospital).

At Suva Prison, the mentally ill inmates are not segregated from the mainstream. However, its close proximity to the psychiatric hospital means that mentally ill inmates can be quickly transferred to the hospital when the need arises. There are plans to build segregation and specialised units to meet the needs of this cohort.

Currently, the general management of the inmates with mental health issues includes dispensing prescribed medication, recreational activities and exercise, and counselling. In the event of an emergency situation, the mentally ill inmates may be temporarily transferred to the psychiatric hospital or another correctional facility, to ensure the safety of staff and other inmates.

(c) In-care management of aged inmates

As mentioned above, the challenges faced by the Fiji Corrections Service in managing aged inmates were discussed at the conference in 2015 (please see *APCCA Report 2015*⁹⁵) and will not be repeated here.

During the agenda session, the following current challenges were identified:

- Providing proper facilities to cater for the needs of the aged inmates.
- Having suitably qualified staff and knowledgeable workforce in aged care.
- Upskilling of staff on the delivery of aged care services.

The following strategies have been implemented:

- Providing separate accommodation for the ageing inmates.
- Adequate infirmary facilities
- Provision of psychological counselling.
- Family Visits and Family Day to maintain contacts with loved ones.
- Regular recreation and exercise.

(d) The way forward for the Fiji Correctional Service

For the foreseeable future, the Fiji Corrections Service aims:

- To develop and implement special treatment needs for the mentally ill inmates; and.
- To keep abreast with best practices and have continuous consultation with other jurisdictions on the management of aged inmates and mentally ill inmates.

3. HONG KONG (CHINA)

The presentation from the Correctional Services Department, Hong Kong (China) was on best practices in caring for:

⁹⁵ Please see http://www.apcca.org/uploads/APCCA_Report_2015.pdf: N Morgan and I Morgan, *APCCA Report 2015*, under Agenda Item 4.

- Elderly persons in custody ('PIC') aged over 65 years;
- PICs with psychiatric conditions who have been prescribed with psychotropic drugs; and
- PICs with dementia.

(a) Statistics

The table below contains the number and gender of elderly PICs against the average daily population of convicted PICs in 2012 to 2016. The number of elderly PICs has been increasing gradually each year, with the majority being male.

Year	Average daily population of convicted PICs	Elderly PICs aged over 65 years
2012	6,716 (Male: 5,436) (Female: 1,280)	108 (Male: 98) (Female: 10)
2013	6,492 (M: 5,264) (F: 1,228)	121 (M: 113) (F: 8)
2014	6,178 (M: 4,974) (F: 1,204)	143 (M: 127) (F: 16)
2015	5,906 (M: 4,723) (F: 1,183)	154 (M: 139) (F: 15)
2016	6,003 (M: 4,724) (F: 1,183)	169 (M: 153) (F: 16)

Hong Kong (China): Statistics for elderly PICs

Hong Kong (China) reported that as at 30 September 2017, there were 459 PICs with psychiatric conditions. However, only one PIC was diagnosed with dementia.



Hong Kong (China): Pillars of healthcare services

The Government's public healthcare policy is that "no one should be prevented, through lack of means, from obtaining adequate medical treatment". Thus, to adhere to this policy, the

HKCSD has developed and implemented best practices in caring for elderly PICs, PICs with psychiatric conditions and PICs with dementia. The chart above shows the pillars of delivering healthcare services for PICs.

(b) Caring for Elderly PICs

- *Medical assessment and monthly health check:* All new PICs, including elderly PICs are medically examined during admission and their general health condition and past medical history are documented. Thereafter, they attend monthly general health check-ups.
- *Accommodation and clothing:* Currently, there is no dedicated correctional institution solely for elderly PICs. However, institutions with elderly PICs sleep in single beds with ablution areas fitted with handrails, anti-slip mats and adequate lighting.⁹⁶ Special clothing and extra blankets are also provided.
- *Diet:* Qualified dietitians prescribe the dietary scales including variations to them which reflect the needs of the elderly PICs.
- *Physical exercise:* To maintain their health, appropriate gymnasium exercise equipment is provided. In addition, elderly PICs can attend Elderly Fitness Programs conducted by the physical education instructors.
- *Work activities and vocational training:* To maintain their dignity and positive self-image, the elderly PICs attend simple manual and handicraft workshops and horticulture workshops. To keep their minds alert, elderly inmates attend market-orientated accredited vocational training and Horticulture Assistant Certificate course.
- *Psychological Services:* Elderly PICs are provided with therapeutic assessment and counselling sessions.

Evergreen Garden Unit at Tai Lam Correctional Institution: In 2015, a unit for elderly PICs called *Evergreen Garden* was built at Tai Lam Correctional Institution. The facilities at the unit complies with the guidelines in the United Nations '*Handbook on Prisoners with Special Needs*' (such as those with health conditions and limited mobility).

Evergreen Garden has handrails in ablution blocks, and notices in larger print. The dormitories with single beds, are conveniently located next to the institution's hospital which has chair lifts on staircases. Hobby and Tai Chi classes are offered to PICs to support their mental and physical well-being. Other rehabilitation programs are organised by the HKCSD staff and NGOs.

(c) Caring for PICs with psychiatric conditions

PICs who have been diagnosed with having a psychiatric condition, will be provided with the following management plan:

- *Drug compliance:* Steps are taken to ensure that the PICs adhere to their medication regime.

⁹⁶ See N Morgan and I Morgan, *APCCA Report 2016*, under Agenda Item 2: "Designing prisons and community-based facilities that meet the safety, security and rehabilitation needs of different groups of offenders at: http://www.apcca.org/uploads/APCCA_Report_2016.pdf.

- *Medical Observation List:* PICs who are at risk of harm (to self and/or to others) or have epilepsy, are placed on the observation list so that extra attention will be given to them.
- *Protection Room:* PICs who are violent or have emotional outbursts will be placed in the protection room.

Siu Lam Psychiatric Centre:

- The Centre caters for male and female PICs who need psychiatric or psychological observation, treatment and assessment. It is run by a multi-disciplinary team including visiting Forensic Psychiatrists, Clinical Psychologists, Occupational Therapists and HKCSD hospital officers.
- The PICs attend various programs to assist their reintegration into the community. For example, male PICs with psychiatric conditions can participate in a 'Recovery Group' in a therapeutic environment, attend follow up psychiatric consultations and participate in recovery programs. A Review Board evaluates the participants' progress in the Recovery Group.

(d) Caring for PICs with dementia

As at 30 September 2017, HKCSD reported that there was one PIC with dementia. All newly admitted PICs are medically assessed by a Medical Officer. A PIC who has been diagnosed with dementia is classified by the Medical Officer as a PIC with disabilities.

The PIC will:

- have an individualised health care plan;
- be referred to a Clinical Psychologist for assessment, and also to other medical specialists for follow up treatment; and
- be accommodated at the institution hospital for care and monitoring.

(e) Training for Correctional Staff

An important feature is that the HKCSD has invested in numerous workshops and training courses for its staff to ensure that they have the specialist knowledge to properly care and manage elderly PICs, PICs with psychiatric conditions and PICs with dementia.

For example:

- Workshops on geriatric care organised by the Open University of Hong Kong and Central Health Education Unit of the Department of Health.
- Automated External Defibrillator Training Course organized by the Auxiliary Medical Service.
- Elderly Fitness Instructor Certification Course organised by the Physical Fitness Association.
- Enrolled Nurse (General/Psychiatric) Training Program.
- Certificate in Health Studies (Correctional Health Care) training program organised by the Open University of Hong Kong.
- Practical guidelines promulgated for HKCSD officers in handling PICs with disabilities including dementia.

- Since 2014, the Health Care Section of HKCSD has been accredited as a Continuing Nursing Education Provider by the Nursing Council of Hong Kong.

4. KOREA

The presentation from the Korea Correctional Service focussed on its mentally ill inmates and its new *Psychological Treatment Program*.

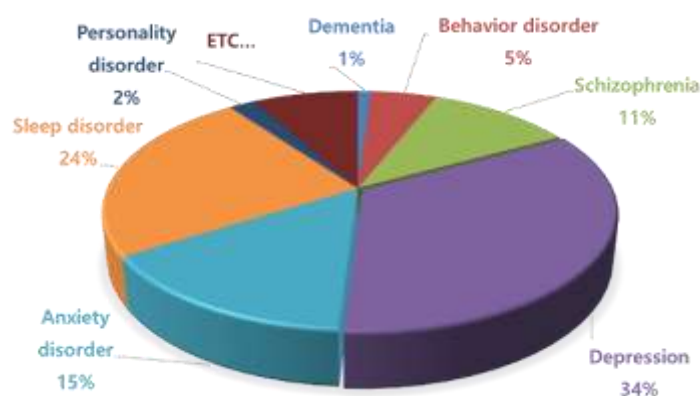
(a) Statistics and types of mentally ill inmates

The table shows the number of mentally ill inmates for 2013 to 2016 against the total prisoner population.

Year	Number of mentally ill inmates	Total prisoner population
2013	2,607	48,824
2014	2,560	51,760
2015	2,880	54,667
2016	3,296	57,675

Korea: Number of mentally ill inmates in 2013-2016

Since 2013, the Korea Correctional Service has seen a steady increase in the number of mentally ill inmates. As at 31 July 2017, there were 3,481 (6.05%) mentally ill inmates out of a total prisoner population of 57,459.



Korea: 'Mentally ill inmates' as at 31 August 2017

As at 31 August 2017, there were 3,575 (6.26%) mentally ill inmates out of a total prisoner population of 57,105. The pie chart shows the breakdown of 'mentally ill inmates' who have been identified with different types of mental illness and disorder.

'Mentally ill inmates' are not limited to those who have been diagnosed with a psychiatric illness such as schizophrenia. Of the 3,575 mentally ill inmates, the chart shows depression being top of the list (34%) followed by sleep disorder (24%), anxiety disorder (15%), schizophrenia (11%), behaviour disorder (5%), personality disorder (2%) and dementia (1%).

The mentally ill inmates are held in correctional facilities and are not segregated from the mainstream. The management of these mentally ill inmates has been challenging due to the following factors:

- Their unpredictable and/or volatile behaviour which can impact on their interactions with other inmates;
- Risk of self-harm and suicide; and
- Problems in participating in vocational, training and work programs.

(b) New *Psychological Treatment Program*

The increase in the number of mentally ill inmates over the years triggered the urgent need to develop an effective management program for inmates that have been diagnosed with a psychiatric illness.

It has been the practice for mentally ill inmates who have been admitted to a correctional facility, to be diagnosed remotely (via video) by a psychiatrist who then prescribes the medication. Currently, the correctional facilities in Korea do not have a psychiatric team on site (such as a psychiatrist, psychiatric nurse and clinical counsellor) to provide specialist care/treatment to these inmates during their incarceration period. Hence, the inmates are managed by the correctional staff who administer the drug treatment.

A few years ago, the Korea Correctional Service implemented a new *Psychological Treatment Program* to better manage inmates who have been diagnosed with a psychiatric illness. The new Program was devised to complement the existing drug treatment regime. To implement them, a Mental Health Centre was initially set up at the Jinju Correctional Institution (in 2013), Gunsan Correctional Institution (2013), Uijeongbu Correctional Institution (2014) and Cheonan Correctional Institution (2015).

However, in 2016, the Ministry of Justice established a Psychological Treatment Department within the Korea Correctional Service as a way of unifying the delivery of the new program, effectively. As a consequence, the Department now operates the *Psychological Treatment Centres* at eight correctional institutions, in the country.

Currently, each *Psychological Treatment Centre* runs the *Psychological Treatment Program*. The program is offered to inmates with psychiatric illness and also to high-risk inmates (namely, those with a high recidivism rate and those involved with sexual assault, child abuse, and drug and alcohol-related offences. This has resulted in a more professional and systematic management of the participants.

(c) Contents of the *Psychological Treatment Program*

The main objectives of the *Psychological Treatment Centre* are symptom management and the rehabilitation of inmates with psychiatric illness. This is achieved through two avenues:

- *Provision of individual counselling:* The Korea Correctional Service assists the inmate to manage and stabilise his/her mental illness by providing individual counselling and confirming psychiatric symptoms based on the psychiatrist's diagnosis.

- *Psychological Treatment Program*: The program involves group therapy/counselling for 10 participants between three to six months.

The group therapy covers the following areas:

- Getting insight (type, symptoms, insight and relapse signs)
- Understanding mental illness (treatment, medication, side effects of drugs)
- Rehabilitation (self-regulation including relapse prevention)
- Suicide prevention, hygiene, social skills training, addiction and emotional management (stress management through yoga, meditation, gardening and music therapy)

(d) Outcomes

The table shows the number of inmates who completed the *Psychological Treatment Program* since it was implemented in 2013.

Year	Total number of mentally ill inmates ⁹⁷	Number of inmates who completed the Psychological Treatment Program
2013	2,607	26
2014	2,560	264
2015	2,880	214
2016	3,296	222
Aug 2017	3,481	162

Korea: Number of mentally ill inmates who completed the treatment program

The Program has benefited those who had completed the program and also to the correctional staff and other inmates:

- Stability and improvement in the quality of day-to-day living.
- Effective management of the mental illness and drug treatment.
- Reducing the overall stress of inmates with psychiatric illness
- Effective management and response to emergency situation.

(e) The way forward for Korea

The *Psychological Treatment Program* is working well and therefore, it will continue for the foreseeable future. However, the Korea Correctional Service recognises the importance of early and effective intervention and treatment of mentally ill inmates.

Thus, it plans to implement the following strategies in the future:

- Develop and improve correctional staff training in mental health issues.
- Employ mental health professionals (psychiatrist, nurse, clinical counsellor) and develop a program manual for a more systematic and cohesive treatment approach to mentally ill inmates.
- Introduce a post-management system so that released inmates are supported to ensure their successful return to society that is crime-free and to protect community safety.

⁹⁷ Please see the coloured chart above which shows the different categories of mentally ill inmates, and are not limited to those diagnosed with a psychiatric illness.

5. MACAO (CHINA)

The presentation from the Macao (China) Correctional Service Bureau was on its aged inmates.

(a) Statistics: Inmates aged 60 and over

In Macao (China), there are policies to care and protect individuals aged 60 with signs of premature senility, and physiological and psychological decline. However, according to the definition by Macao (China), individuals aged 65 years or above, are considered as elderly.

As shown in the Table, the number of aged inmates (aged 60 years or above) has been on the rise since 2013. The aged inmates are predominantly male.

Year	2013	2014	2015	2016	2017
Male	18	19	29	31	36
Female	4	2	3	1	1
Total	22	21	32	32	37

Macao (China): Statistics – Aged Inmates

In 2017, Macao (China) reported that there were 37 aged inmates in total, of whom only one was female. The female inmate came from the Philippines. The majority of the male inmates were local (22), three from Mainland China and four from Hong Kong (China). The remainder came from Taiwan Region (3), Philippines (2), Thailand (1) and Peru (1).

(b) Management and care

- *In-house:* In addition to providing additional clothing and suitable aged-care facilities, the Macao (China) Correctional Service Bureau provides psychological and social support to the aged inmates. They include care and counselling, and activities that benefit their physical and mental well-being.
- *Post-release:* Like other inmates, released aged inmates also find it challenging to reintegrate into society due to lack of acceptance/support from family, homelessness, inability to obtain work, and difficulty in coping with these challenges.

To alleviate these issues, Macao (China) provides a support structure for the aged inmates. Prior to their release, the inmates attend counselling sessions and pre-release workshops to develop their life plans and to coping strategies.

(c) Case Study – ‘Mr W’

The case of Mr W showed how the Correctional Service Bureau was able to link the available resources, internally and externally.

Mr W was a 72-year old foreigner who had been sentenced to 11 years’ imprisonment for drug offences. He had dementia and loss of speech, and was accommodated in the prison clinic. A prison nurse monitored him and a psychological counsellor visited him once a week.

As his health was declining, the Correctional Service Bureau informed the consulate and his family of the situation. It also coordinated with the relevant government departments and informed his family and the consulate when he passed away.

(d) The way forward for Macao (China)

The Macao (China) Correctional Service Bureau strives to assist aged inmates to adapt to prison life by implementing a management framework that combines punishment and education. The emphasis is on the aged inmates' sense of worthiness and belonging. In addition, it provides pre-release and post-release support to the aged inmates to help them cope and adjust to life in the community.

For the future, the Macao (China) Correctional Service Bureau aims to:

- Provide more professional aged care services.
- Provide staff training in aged care and generate interdisciplinary cooperation with other professionals.
- Establish a Companionship Program to encourage volunteers to spend time with the aged inmates.
- Cultivate the aged inmates' spirit so that they can help themselves.

6. MALAYSIA

(a) Statistics: Aged inmates (60 years and over) and inmates with mental health issues

In line with the Ministry of Health's recommendations, the Malaysian Prison Department considers an 'aged inmate' to be 60 years or older. Inmates with mental health issues are those who have been assessed to have a psychiatric and/or psychological condition. The Table below shows the number of aged inmates and inmates with mental health issues in 2015 to 2017.

Year	Total prisoner population	Aged inmates (60 years and over)	Psychiatric condition inmates
2015	188,605	1,011	336
2016	194,521	1,338	166
2017	191,521	1,044	229

Malaysia: Number of aged inmates and psychiatric condition inmates

The MPD reported on the number of aged offenders with mental health issues. The majority were diagnosed with schizophrenia (52%), followed by substance induced psychosis (27%), major depression (9%), bipolar disorder (7%), adjustment disorder (2%), and the remaining with neuro-psychosis, anxiety disorder and mixed emotional disorder.

(b) Managing and caring for aged inmates

In Malaysia, aged inmates are managed and cared for under the 'Assessment, Treatment and Assistance' ('ATA') model.

- **Assessment**

Newly admitted offenders aged 60 years or over, are assessed by a medical officer to determine the individual's health status and mobility. This process determines the appropriate placement, treatment and assistance to be provided to the individual.

Placement (cell or sick bay): Aged inmates who have mobility issues are accommodated in ground floor cells where they can be monitored regularly by staff and swift action can be taken, if necessary. Inmates with health issues are assigned to the Sick Bay for medical treatment. Those with infectious diseases are quarantined to prevent the spread of the disease.

- **Treatment**

Medical Officers and Medical Assistants, at the Prison Clinic, treat and monitor the progress of the critically ill aged inmates on a daily basis. If necessary, the inmates will be taken to the General Hospital for specialised treatment.

The Medical Officer can also prescribe a special diet for the inmate according to his/her medical and physical requirements.

- **Assistance**

Continuous assistance and care is provided to the aged inmates by trained prison officers and fellow inmates.

- *Medical Orderlies:* It is often the case that aged inmates have dementia, Alzheimer's, coronary heart disease, cancer, and degrees of immobility. Thus, selected prison officers attend Medical Orderly⁹⁸ course and training so that they can assist the Medical Officers and Medical Assistants in the Prison Clinic or the Sick Bay for continuous care and observation of the aged and sick inmates.
- *Fellow Inmates:* Selected inmates attend training to provide aged care assistance to the aged inmates, such as showering, feeding, taking medications on time, and helping them move around the prison in a wheelchair.

(c) Managing and caring for inmates with mental health issues

(i) Detecting and managing inmates with mental health issues

Inmates who have been assessed to have a psychiatric and/or psychological condition are managed and monitored regularly under the 'Assessment, Treatment and Monitoring' ('ATM') model.

- **Assessment**

Upon admission, all new inmates are seen by a Medical Officer and a Psychology Officer for mental health assessment by applying two assessment tools:

⁹⁸ The task of a medical orderly' is auxiliary work and assistance in healthcare activities. They include assisting doctors and nurses in basic patient care, basic medical treatments (e.g. bandaging), and providing patients with emergency care and first aid, if necessary.

- *SSKM-20*: This system evaluates the inmate's emotional condition. A score of 13 or more means the offender needs to be monitored for further evaluation. A score of 21 and above means the inmate must be referred to a psychiatrist for assessment and continuous monitoring.
- *KYKO (Know Yourself Know Others)*: This psychometric profiling instrument assesses and categorises the inmates based on their characters into 'high-medium-low' risk level. It also identifies inmates with psychiatric issues, those who are at risk of suicide and self-harm, and at risk of harming others. The instrument is used regularly to assess, monitor and effectively manage these inmates.

- **Treatment and Monitoring**

Inmates who have been assessed to have a psychiatric illness will be monitored by the Medical Officers and Medical Assistants through daily observation of their mental health status, administration of prescribed medication and periodical checks at the prison hospital. Regular monitoring and treatment ensures that the mental health of these inmates are stable, and that they do not pose a risk to themselves or to others.

Inmates who have been assessed with psychological disorders attend individual and group counselling sessions. They are monitored regularly to assess progress and need for further treatment.

(ii) **Mental Health Profile Management Procedures**

The *Mental Health Profile Management Procedures*:

- Provide guidelines to Medical Officers and Medical Assistants on the assessment, treatment and monitoring of inmates with mental health issues.
- A *Mental Health Profile Log Book* is created for each inmate who has been assessed to have a psychiatric and/or psychological condition. The Log Book contains:
 - The individual's family's mental history
 - Written record of all the assessments, treatment and observation conducted by the Medical Officer and Medical Assistant.
 - Counselling sessions.
 - Visits by doctors and family.

The Log Book accompanies the inmate whenever he/she attends the prison clinic, prison hospital or other hospital. This ensures a comprehensive record of the inmate's mental health progress.

- Ensures effective management of these inmates through early detection of mental health symptoms/relapse, and thereby preventing risk of harm to self and others and protecting the safety of the inmates, staff and visitors.

(d) Pardon

In Malaysia, Regulation 54 of the *Prisons Regulations 2000* requires that a report on an inmate be provided on every completed four, eight, 12 or 16 years of his/her sentence and every subsequent year thereafter.

This provides a limited opportunity for offenders to be pardoned for their crime and thus, for their early release from prison. Terminally or seriously ill inmates may be given the chance to spend the last days of their lives with their family.

(e) The way forward for Malaysia

The Malaysian Prison Department aims to implement the following initiatives:

- *Medical Wing for infirmed inmates*

The treatment and continuous monitoring of aged inmates and inmates with mental health issues have contributed to their overall well-being. As mentioned above, the effective management and care of inmates with mental health issues have helped in preventing the risk of harm to self and others, and a safe environment in prison.

However, Malaysia reported that the cost of treating and managing inmates who are ill, was double or triple the cost for a healthy inmate. Thus, there are plans to have a separate Medical Wing for improved treatment and observation:

- Aged inmates with debilitating illnesses and mobility problems are placed at the Medical Wing.
- Inmate Assistants can provide care and assistance to the inmates at the Medical Wing, under the training and guidance of the medical staff on site.

- *Advanced training for Medical Orderly Officers and Inmate Assistants*

There are plans for Medical Orderly Officers and Inmate Assistants to attend advanced training to care for aged inmates who are infirmed, have mobility problems and psychiatric issues:

- Focussing on the safe handling of these inmates based on ergonomic factors
- Training on minor medical aids to infirmed inmates
- Awareness and training on inmates with psychiatric conditions

The Medical Officers and Medical Assistants will play a bigger role in training and guiding the Medical Orderly Officers and Inmate Assistants.

7. VIETNAM

Vietnam provided a written paper about its aged inmates and inmates with psychiatric conditions. Vietnamese law stipulates that it is the responsibility of the departments, organisations, families or individuals to care for aged inmates, inmates with psychiatric conditions and inmates with dementia, and to ensure that these inmates are not subjected to maltreatment, torment, contempt or humiliation.

(a) Statistics: Old-aged inmates (60 years and over)

In general, Vietnamese law defines ‘*old-aged persons*’ as Vietnamese citizens aged 60 years and above. The table shows that the number of aged inmates has been increasing steadily

since 2015. In the first half of 2017, the number of male aged inmates alone was more than the total number of aged inmates in 2016.

Year	Total prisoner population	Elderly PICs aged 60 years and over
2015	136,245 (Male: 119,698) (Female: 16,547)	1,446 (Male: 967) (Female: 476)
2016	130,679 (M: 111,680) (F: 18,999)	1,630 (M: 1,123) (F: 507)
First half of 2017	128,307 (M: 111,220) (F: 17,087)	2,142 (M: 1,647) (F: 495)

Vietnam: Statistics for old-aged inmates

(b) Management and care of old-aged inmates

In general, the government has a policy of taking care of old-aged persons. However, for old-aged inmates serving sentences, the *Criminal Sentence Execution Law* stipulates the conditions of confinement according to their health and gender. The prison policy for aged inmates provides the following matters:

- Upon admission, aged inmates are to be assessed and their health status recorded in the same way as other inmates.
- Aged inmates are provided the same living standards as other inmates.
- Suitable work is assigned to the aged inmates according to their age, health and gender; however they are exempted from performing heavy and unsafe work.⁹⁹
- Article 48 of the *Criminal Sentence Execution Law* states that old-aged prisoners are entitled to receive the same healthcare services like other prisoners. For example:
 - Provision of preventive measures and treatment of diseases in coordination with medical service or military hospitals in the local area through regular health checks of prisoners.
 - Those who are ill or require medical treatment are treated at the prison clinic or district medical centre. However, those who are seriously ill or require specialist treatment will be transferred to the provincial, central or military hospitals. Prison authorities are required to inform and collaborate with the prisoners' relatives or legal representatives regarding the provision of care and treatment.
 - The prisons, and the provincial and military regional police force responsible for the execution of criminal sentences are required to collaborate with the provincial and military hospitals to build or assign separate rooms for the treatment of sick prisoners. The cost of constructing, assigning separate rooms and the treatment of diseases are funded by the government

⁹⁹ Item 2, Article 4 of the joint Circular of the Ministry of Public Security, Ministry of Defense and Ministry of Finance instructing about labour system and labour outcomes of prisoners in prisons.

- Article 13 of the Protocol number 117 of December 2011, which has been adopted by the government, covers the management of prisoners and the policy regarding accommodation, food, living condition and healthcare of prisoners: *“The supply of food, medicine and nutrition prescribed by medical service depending on the level of disease. Prisoners are provided for daily treatment of normal disease equivalent to 2 kilograms of rice/per person/per month”*.

Thus, the following applies to aged inmates who are ill:

- Transfer to the hospital for treatment. The medical/treatment costs are borne by the government. Family members will liaise with the medical service to provide care to the aged inmates.
- They may be allowed to receive treatment and recuperate at their home. During this interval period, their sentence may be temporarily suspended.
- Inmates who are very elderly or weak, are entitled to a remission of their sentence provided they have satisfied certain conditions:¹⁰⁰
 - Inmates who have been sentenced to 30 years or less, must have served at least 25% of their sentence.
 - Inmates who have been sentenced to life imprisonment, must have served at least 10 years and have good prison conduct.
 - The maximum level for each remission is 4 years, provided that they must execute at least 2/5 of the sentenced term, or 15 years for life-sentence.
 - Prisoners who are 70 years and above, being sentenced to a limited term, or being reduced to limited term from life-sentence and meet the requirement of Article 10 of the *Criminal Sentence Execution* will be granted amnesty.

(c) Inmates with psychiatric condition

Article 27 of the *Criminal Sentence Execution Law* stipulates that the management and treatment of prisoners with psychiatric conditions, are to be separate from the mainstream. Inmates who have been suspected of having some form of psychiatric condition whilst in prison, will be referred by the provincial police to the provincial people’s court for psychiatric examination/assessment. When the examination results confirm the psychiatric condition of an inmate, the judge of the provincial people’s court will make a Decision to place him/her in a specialised medical centre for compulsory treatment. The judge will also specify the duration of the treatment, which will be within the term of sentence imposed on that inmate.

When the inmate’s psychiatric condition has stabilised with the prescribed medication, he/she will be returned to the prison. Whilst in prison, he/she will continue to receive medical treatment.

(d) Inmates with dementia

Inmates with dementia also undergo the same procedure as inmates with psychiatric condition (see above). Vietnam reported that managing inmates with dementia is challenging

¹⁰⁰ Article 8 of the Circular number 02 on 15 May 2013 of the Ministry of Public Security, Ministry of Defense, the Supreme Court, the People Supreme Inspection.

due to their forgetfulness to obey prison rules. Hence, these inmates are constantly reminded by the prison officers, to follow the rules.

(e) The way forward for Vietnam

Vietnam recognises that the management and care of aged inmates, inmates with psychiatric conditions and inmates with dementia can be challenging for its prison officers. These inmates have to be escorted to the Central Institute of Psychiatric Examination and/or the provincial hospital, for assessment and treatment. They must also be supervised strictly to prevent escape, suicide, self-harm and risk to medical staff and community members.

Vietnam also recognises that the challenges of managing these groups of inmates especially when they are on remand and awaiting trial. Remandees who have not been diagnosed with psychiatric conditions, but nevertheless display difficult behavioural conduct, can pose problems for, and risk of harm to prison staff and other inmates. This requires prison officers to act as managers, rehabilitators and psychologists when responding to any incident.

Currently, prison staff have not received any training in mental health, and managing aged inmates, inmates with psychiatric conditions and inmates with dementia. For the future, Vietnam would like to run training programs for its prison officers in the management and care of these groups of inmates.

8. CONCLUSION

The presentations for this Agenda Item focussed on aged inmates and inmates with psychiatric conditions. Inmates who are 60 years and over are classified as '*aged inmates*' in Fiji, Malaysia and Vietnam. However, in Hong Kong (China), the threshold is 65 years and over. According to the definition by Macao (China), individuals aged 65 or above are elderly people. Some of the presentations identify the nature of '*psychiatric conditions*' to include schizophrenia, depression, bipolar, substance-induced psychosis, neuro-psychosis, sleep disorder, anxiety disorder.

During the session, delegates agreed that the mental health of inmates has become an increasing issue over the past ten years in the Asia-Pacific region, and this has created new challenges for correctional departments. The roles and responsibilities of correctional institutions and correctional staff have expanded beyond the core function of detention, rehabilitation and reintegration. As noted by Vietnam, correctional officers perform the combined role of managers, rehabilitators and psychologists when responding to an incident involving aged inmates, inmates with psychiatric disorder and inmates with dementia. Each group requires disparate management, care and response skills, and it may not be easy to predict their behaviour each day.

Thus, the management and care of these groups of inmates are daily challenges for correctional officers who are at the forefront each day. Correctional departments are aware of the importance of providing specialist training to the staff in managing inmates with mental health issues and aged inmates. In addition, correctional departments are aware of the need to provide suitable facilities, infrastructure, medical care and activities in the institutions to

cater to the specific needs of these inmates. This includes providing transfers to hospital and specialist centres under escort to ensure community safety. Providing suitable training, infrastructure and services are indeed costly investments. However, it is important to ensure that these groups of inmates are not neglected during their incarceration period.

CONFERENCE BUSINESS

INTRODUCTION

Pursuant to the relevant clauses in the *Joint Declaration* (see *Appendix A*), 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 *Joint Declaration*.

The conference week commenced with the Finance Committee meeting on Sunday 5th November 2017. Thereafter, a Governing Board meeting was held to discuss a number of matters and to consider possible recommendations to be taken to the full conference.

FINANCE COMMITTEE MEETING Sunday 5th November 2017

One of the roles of the APCCA Secretariat is to administer the APCCA Fund. This role is performed 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 5th November 2017

Under Clause 14(f) of the *Joint Declaration* (see *Appendix A* provided in a separate document to this Report), the members of the Governing Board 2016-2017 consisted of:

- 2017 host¹⁰¹ (and Chair): Fiji
- Two future hosts:¹⁰² Malaysia (2018) and Mongolia (2019)
- Three immediate past hosts:¹⁰³ China (2016), Thailand (2015) and Canada (2014)
- Four elected members:¹⁰⁴ Malaysia (elected in 2013), Japan (2015), Macao (China) (2015) and Korea (2016)
- Three rotating members:¹⁰⁵ India, Cambodia and Brunei Darussalam
- APCCA Secretariat:¹⁰⁶ Hong Kong (China) and Singapore

In accordance with the *Joint Declaration*, the Rapporteurs (Professor Neil Morgan and Irene Morgan) act as Secretary to the Board.

¹⁰¹ Clause 14(a) of the *Joint Declaration*.

¹⁰² Clause 14(f) was amended at the 2014 conference in Canada to include two future hosts.

¹⁰³ Clause 14(e).

¹⁰⁴ 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.

¹⁰⁵ Clause 14(d).

¹⁰⁶ Clause 14(e).

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 Senior Superintendent Jo Kulinidilo, Deputy Commissioner of Fiji Corrections Service. This was followed by introductions by members present.

⇒ *The Board members formally thanked the Fiji Corrections Service ('FCS') and the Ministry of Justice of Fiji. The members also expressed their appreciation to the FCS staff for organising the conference.*

2. Report on the Administration of the APCCA Fund (1st August 2016 – 31st July 2017)

Hong Kong (China) is the Administrator of the APCCA Fund. Mr Terence Kwok-Leung Lam, Commissioner of the Correctional Services of Hong Kong (China) presented the report to the Board and provided a summary of APCCA's financial position. A copy of the report is provided in *Appendix F*. As in previous years, the APCCA's financial position continues to be healthy.

In accordance with the terms of the *Joint Declaration*, the financial statements of the APCCA Fund were certified by an accounting professional, and together with the *APCCA Fund Administrator's Report*, was presented to the Board for endorsement before tabling at the Annual Conference.¹⁰⁷ Professor Morgan thanked Commissioner Lam for presenting the report to the members.

⇒ *The Board thanked Commissioner Lam for presenting the report. It thanked Hong Kong (China) for its role as Fund Administrator and for the excellent work in managing and producing the financial statements. It resolved that the 'Report on the Administration of the APCCA Fund' and the 'Report of the APCCA Finance Committee' be tabled at the Annual Conference.*

3. APCCA Secretariat Report

Each year, the *APCCA Secretariat Report* is prepared and presented on rotation between Hong Kong (China) and Singapore. Commissioner Desmond Chin, Singapore Prison Service, presented the report to the Board. The report outlines the Secretariat's administrative activities in 2016-2017, and the coordination work by Hong Kong (China) and Singapore. A copy of the Secretariat's Report is provided in *Appendix H*.

In addition, Commissioner Chin reported that the current hosting capacity of the APCCA website was reaching its cap of 1GB. This necessitated an expansion of its capacity to 3GB to continue to facilitate better sharing of information between members; to promote a wider exposure of the organisation, globally; and to remain an effective one-stop information repository for APCCA members.

¹⁰⁷ Clause 32 (as amended in 2013).

Commissioner Chin advised that each year in June, the Secretariat (Hong Kong (China) branch) emails to members with a request to submit the Data Collection Forms by the deadline in August. It is important to submit the completed Forms by the deadline to enable Hong Kong (China) to collate the information received and to produce the annual Correctional Statistics for the Asia-Pacific region, in a timely manner.

After discussions, the Board resolved to recommend to the Conference that funding be approved to expand the APCCA website's capacity from 1GB to 3GB.

- ⇒ *The Board thanked Commissioner Chin for presenting the APCCA Secretariat Report and thanked the APCCA Secretariat for its continuing service. It resolved that the Secretariat's Report be tabled to the Conference, with the following recommendations:*
- *That funding be approved to expand the APCCA website's capacity from 1GB to 3GB; and*
 - *That it was important for the Data Collection Forms be submitted to the Secretariat (Hong Kong (China) branch) by the August deadline so that the annual correctional statistics can be completed in a timely manner.*

4. Members Directory List and Email Contact Lists

Since 2011, it has been the practice for each member country to nominate and provide two email addresses to the APCCA Secretariat, so that important information can be circulated expeditiously (such as formal invitations to the conference, draft Conference Reports, newsletters). The Secretariat maintains a *Members Directory List* and *Email Contact List* in collaboration with the Rapporteurs.

Over the years, the email system has been the primary method of communication. The Secretariat and the Rapporteurs liaise with each other to ensure that the *Members Directory List* and *Email Contact List* are up to date. However, they are reliant on members to notify them of any changes (such as appointment of a new Commissioner and changes to the nominated contact persons, addresses and telephone numbers).

- ⇒ *The Board resolved:*
- *To advise the Conference that it was essential for members to provide accurate contact details and updated information to the Secretariat so that important information can be circulated expeditiously; and*
 - *To request all members to check that its country's contact details were correct and up to date, and to advise the Secretariat of any changes.*

5. Appointment of the APCCA Secretariat

Professor Morgan explained that pursuant to Clause 21 of the *Joint Declaration*, the appointment of the Secretariat was to be reviewed every two years. The APCCA Secretariat's role has been jointly held by Hong Kong (China) and Singapore. The last review was in 2015 and therefore, the Secretariat's appointment was due to expire at the end of the 2017 conference.

During the Board meeting, both Hong Kong (China) and Singapore expressed their willingness to continue serving APCCA as the Secretariat for another two years if the Board deemed it fit. The Board thanked the Secretariat for their commendable service and commitment to the organisation over the past two years and for their offer to undertake another two-year term.

⇒ *The Board resolved to recommend to the Conference that Hong Kong (China) and Singapore be appointed as the APCCA Secretariat for another two years (expiring at the end of the 2019 conference).*

6. Confirmation of future hosts

The Commissioner General of the Malaysian Prison Department, Dato' Sri Zulkifli bin Omar confirmed that Malaysia was very honoured and pleased to be hosting the conference in 2018. Dato' Zulkifli advised that the conference will be held in Malacca, West Malaysia and the conference dates will be determined at a later stage.

Colonel Chief Sodnom Batsaikhan from Mongolia, and Commissioner Desmond Chin from Singapore also confirmed that their countries will host the conference in 2019 and 2020, respectively. At the meeting, Mr Hakseong Kim, Commissioner of Korea Correctional Service advised that Korea would like to host the conference in 2021.

Professor Morgan thanked Malaysia, Mongolia, Singapore and Korea for offering to host the conference in the coming years. He acknowledged the strength of the organisation as it has confirmed hosts from 2018 to 2021. Professor Morgan stated that the Rapporteurs and the Secretariat would be happy to advise the future hosts on conference planning. In addition, Mrs Irene Morgan has written a *Conference Planning Manual* to assist future hosts.

⇒ *The Board expressed its great appreciation to Malaysia, Mongolia, Singapore and Korea for offering to host APCCA:*

- *Malaysia – 2018*
- *Mongolia – 2019*
- *Singapore – 2020*
- *Korea – 2021*

The Board offered its best wishes and support to the future host countries. The Rapporteurs and Secretariat would be happy to advise and assist the host countries on conference planning.

⇒ *The Board resolved to advise the Conference of the hosts for 2018 to 2021. However, if any other country wishes to host the conference from 2022 onwards, they can discuss the matter with the Rapporteurs.*

7. Governing Board membership for 2017-2018

The membership of the Governing Board is set out in Clause 14 of the *Joint Declaration*.

2018 host: ¹⁰⁸	Malaysia
2 future hosts: ¹⁰⁹	Mongolia (2019) Singapore (2020)
3 immediate past hosts:	Fiji (2017) China (2016) Thailand (2015)
4 elected members: ¹¹⁰	Japan (elected in 2015) Macao (China) (elected in 2015) Korea (elected in 2016) <i>One vacancy</i>
3 rotating members: ¹¹¹	<i>This depends on member countries who are present at the 2017 conference.</i>
APCCA Secretariat: ¹¹²	Hong Kong (China) and Singapore
Secretary:	The Rapporteurs act as Secretary, but are not members of the Board.

Professor Morgan explained that with regard to ‘*elected members*’, Clause 14 of the *Joint Declaration* provides that there will be four elected members. An elected member will step down after four years’ service, but will be eligible for re-election. Malaysia would step down in 2017, having been elected in 2013. Thus, there will be one vacancy. Member countries will be invited to nominate to be an ‘*elected member*’ (an election will to be held by ballot during the course of the conference if there were more than two nominations).

With regard to ‘*rotating members*’, Professor Morgan explained that under Clause 14, the rotating membership for 2017-2018 will consist of three reversed alphabetically chosen states/territories attending the 2017 conference. This will be confirmed at Business Session 2 on Friday.

⇒ *The Board resolved to report on the current situation to the Conference; and to invite members to nominate to be an ‘elected member’ (with an election to be held by ballot during the course of the conference if there were more than two nominations). The three rotating members will be confirmed at Business Session 2.*

8. Appointment of the Agenda Committee members

Professor Morgan advised the conference of the role of the Committee, and requested the delegates to submit their suggested topics for Agenda Items 2 – 5 by 1pm on Tuesday 7th November 2017, to the Rapporteurs. The topic for Agenda Item 1 remains unchanged. The Rapporteurs would then review all the suggested topics and make recommendations

¹⁰⁸ Clause 14(a) of the *Joint Declaration*.

¹⁰⁹ Clause 14(f) as amended at the 2014 conference in Canada to include two future hosts.

¹¹⁰ Clause 14(b).

¹¹¹ Clause 14(d).

¹¹² Clause 14(e).

on the topics for Agenda Items 2 to 5 to the Committee members at a meeting on Wednesday 8th November 2017.

The following countries were confirmed to be members of the *Agenda Topics Committee*: Fiji, China, Hong Kong (China), Japan, Malaysia and Singapore.

⇒ *The Board resolved to advise the Conference of the above membership and that membership was open to other member countries if they wish to be on the Agenda Topics Committee.*

9. New APCCA members (Bangladesh and Vanuatu)

Professor Morgan advised the Board that Bangladesh and Vanuatu had expressed their wish to become APCCA members. Brigadier General Syed Iftexhar Uddin (Inspector General of Prison, Bangladesh Jail) and Mr Johnny Jimmy Marango (Director, Vanuatu Correctional Services) were attending the conference.

⇒ *The Board noted Bangladesh and Vanuatu's wish to become APCCA members. Therefore, the formal membership process will occur during Business Session 1 to welcome both countries to the APCCA family. The membership process involves the signing of the Membership Registration Form and formal photographs to be taken.*

10. Confirmation of APCCA members

Professor Morgan confirmed the following APCCA membership:

- Australia (Australian Capital Territory, New South Wales, Northern Territory, Queensland, South Australia, Tasmania, Victoria and Western Australia)
- Brunei Darussalam
- Cambodia
- Canada
- China
- Hong Kong (China)
- Macao (China)
- Fiji
- India
- Indonesia
- Japan
- Kiribati
- Republic of Korea
- Malaysia
- Mongolia
- New Zealand
- Papua New Guinea
- Philippines
- Singapore
- Solomon Islands
- Sri Lanka

- Thailand
- Tonga
- Vietnam

However, Bangladesh and Vanuatu will be added to the above list after the membership process has occurred during *Business Session 1*.

⇒ *The Board noted the above current APCCA members. However, Bangladesh and Vanuatu will be added as members after the membership formality has occurred during Business Session 1.*

11. Other business

There was no other business.

BUSINESS SESSION 1 Monday 6th November 2017

Business Session 1 was chaired by the Rapporteurs: Professor Neil Morgan and Mrs Irene Morgan.

1. Open and Welcome

The Rapporteurs gave a warm welcome to all delegates and observers.

China hosted the conference in 2016. Professor Morgan acknowledged the Head of Delegation from China, Mr Jinyi Wang, Director-General, Prison Administration Bureau, Ministry of Justice. On behalf of the Conference, Professor Morgan thanked China for hosting a successful conference in Tianjin in 2016.

⇒ *The Conference acknowledged, with appreciation, China's generosity and hospitality in hosting APCCA 2016 in Tianjin.*

2. Report on the Administration of the APCCA Fund and the Finance Committee Report 2016-2017

The APCCA Secretariat position is jointly held by Hong Kong (China) and Singapore. Hong Kong (China) is the Administrator of the APCCA Fund. Mr Terence Kwok-Leung Lam, Commissioner of the Correctional Service of Hong Kong (China) presented both Reports to the Conference. Both reports were tabled at the conference (see *Appendices F and G*). As in previous years, the APCCA's financial position continues to be healthy.

⇒ *The Conference endorsed the Governing Board's recommendation in adopting both reports, and thanked Commissioner Lam for presenting them. The Conference also thanked Hong Kong (China) for its continuing service as the APCCA Fund Administrator.*

3. APCCA Secretariat Report

Mr Desmond Chin, Commissioner of the Singapore Prison Service, presented the *Secretariat Report* to the Conference. Copies of the report were distributed to the Heads of Delegation (see *Appendix H*). Commissioner Chin summarised the report in the same way that was presented to the Governing Board (please see above, under 'Governing Board meeting').

⇒ *The Conference noted the Secretariat Report and thanked Commissioner Chin for presenting it. The Conference endorsed the Governing Board's recommendation that funding be provided to increase the APCCA website hosting capacity from 1 GB to 3 GB.*

4. Members Directory List and Email Contact Lists

The APCCA Secretariat (Hong Kong (China) branch) maintains the *Members Directory List* and *Email Contact List* in liaison with the Secretariat (Singapore branch) and the Rapporteurs. The Lists contain the name of the current Commissioner/Director-General and the contact details of at least two persons for each country.

Mrs Morgan explained that over the years, the email system has been the primary communication method. Thus, it was essential for members to provide accurate contact details and updated information (such as a new Commissioner/Director-General being appointed) to the Secretariat so that important information can be circulated expeditiously.

⇒ *The Conference noted the importance of providing accurate contact details and updated information to the Secretariat, and that members are to notify the Secretariat of any changes.*

5. Appointment of the APCCA Secretariat

Mrs Morgan explained that under the *Joint Declaration*, the appointment of the Secretariat was to be reviewed every two years. The Secretariat's role has been jointly held by Hong Kong (China) and Singapore and was due to expire at the end of the 2017 conference.

⇒ *The Conference thanked the Secretariat for their commendable work and commitment to the organisation, and endorsed the Governing Board's recommendation that Hong Kong (China) and Singapore be appointed as the joint Secretariat for another two years (to expire at the end of the 2019 conference).*

6. Confirmation of future hosts

Delegates were informed that the following confirmed offers had been made to host future APCCA:

- 2018: Malaysia. The conference will be held in Malacca. The conference dates will be decided in due course.
- 2019: Mongolia
- 2020: Singapore
- 2021: Korea

Professor Morgan stated that having confirmed hosts for the next four years reflected the strength and unity of APCCA members. Any other countries wishing to host APCCA in 2022 onwards were advised to discuss the matter with the Rapporteurs. There was a round of applause for the future hosts, by the Conference.

- ⇒ *The Conference noted with appreciation that Malaysia, Mongolia, Singapore and Korea will be hosting the conference in 2018, 2019, 2020 and 2021, respectively.*
- ⇒ *APCCA members were invited to consider hosting the conference in 2022 onwards and to contact the Rapporteurs for discussion.*

7. New APCCA members (Bangladesh and Vanuatu)

Professor Morgan welcomed Brigadier General Syed Iftekhar Uddin (Inspector General of Prisons, Bangladesh) and Mr Johnny Jimmy Marango (Director, Vanuatu Correctional Services) and invited them to the stage for the formal membership process to occur. This involved Brigadier General Iftekhar and Mr Marango signing the Membership Registration Forms and photographs taken during this momentous event.

- ⇒ *The Conference gave a big welcome to Bangladesh and Vanuatu to the 'APCCA family'. As is the usual practice, the signed Membership Registration Forms will be retained by the APCCA Secretariat (Hong Kong (China) branch) for safe-keeping.*

8. Confirmation of APCCA members

The Conference confirmed that the list of APCCA members were as follows:

- Australia (ACT, NSW, NT, Queensland, SA, Tasmania, Victoria and WA)
- Bangladesh
- Brunei Darussalam
- Cambodia
- Canada
- China
- Hong Kong (China)
- Macao (China)
- Fiji
- India
- Indonesia
- Japan
- Kiribati
- Republic of Korea
- Malaysia
- Mongolia

- New Zealand
- Papua New Guinea
- Philippines
- Singapore
- Solomon Islands
- Sri Lanka
- Thailand
- Tonga
- Vanuatu
- Vietnam

9. Governing Board membership for 2017-2018

2018 host: ¹¹³	Malaysia
2 future hosts: ¹¹⁴	Mongolia (2019) Singapore (2020)
3 immediate past hosts:	Fiji (2017) China (2016) Thailand (2015)
4 elected members: ¹¹⁵	Japan (elected in 2015) Macao (China) (elected in 2015) Korea (elected in 2016) <i>One vacancy</i>
3 rotating members: ¹¹⁶	<i>This depends on member countries who are present at the 2017 conference. To be confirmed at Business Session 2.</i>
APCCA Secretariat: ¹¹⁷	Hong Kong (China) and Singapore
Secretary:	The Rapporteurs act as Secretary, but are not members of the Board.

Professor Morgan explained that the membership of the Governing Board is set out in Clause 14 of the *Joint Declaration*. He explained that there was one vacancy for an ‘elected member’ (see explanation provided under the heading of ‘Governing Board meeting’ above) and that the three rotating members will be confirmed at Business Session 2 on Thursday.

⇒ *Member countries were invited to consider becoming an ‘elected member’, with an election to be held by ballot (if necessary) during the course of the conference if there*

¹¹³ Clause 14(a) of the *Joint Declaration*.

¹¹⁴ Clause 14(f) as amended at the 2014 conference in Canada to include two future hosts.

¹¹⁵ Clause 14(b).

¹¹⁶ Clause 14(d).

¹¹⁷ Clause 14(e).

was more than one nomination. The Governing Board membership for 2017-2018 will be confirmed at Business Session 2.

10. Appointment of the Agenda Committee members

Professor Morgan advised the conference of the role of the Committee, and requested the delegates to submit their suggested topics for Agenda Items 2 – 5 by 1pm on Tuesday 7th November 2017, to the Rapporteurs. The topic for Agenda Item 1 remains unchanged. The Rapporteurs would then review all the suggested topics and make recommendations on the topics for Agenda Items 2 to 5 to the Committee members at a meeting on Wednesday 8th November 2017.

The following were confirmed to be members of the Agenda Topics Committee:

- Malaysia
- Fiji
- China
- Hong Kong (China)
- Singapore
- Japan

⇒ *The Conference was advised of the above membership and that membership was open to other member countries if they wish to be on the Committee.*

11. Other business

There was no other business.

BUSINESS SESSION 2 **Thursday 9th November 2017**

Business Session 2 was chaired by the Rapporteurs, Professor Neil Morgan and Mrs Irene Morgan, who presented the following information to the Conference.

1. Confirmation of APCC Members

The Conference confirmed that the list of APCCA members were as follows:

- Australia (ACT, NSW, NT, Queensland, SA, Tasmania, Victoria and WA)
- Bangladesh (joined in 2017)
- Brunei Darussalam
- Cambodia
- Canada
- China
- Hong Kong (China)
- Macao (China)
- Fiji
- India
- Indonesia

- Japan
- Kiribati
- Republic of Korea
- Malaysia
- Mongolia
- New Zealand
- Papua New Guinea
- Philippines
- Singapore
- Solomon Islands
- Sri Lanka
- Thailand
- Tonga
- Vanuatu (joined in 2017)
- Vietnam

2. Future Hosts

During the conference week, Mr Ma'mun, Indonesia's Head of Delegation had informed Professor Morgan and Mrs Morgan of Indonesia's offer to host APCCAA in 2022. The first time that Indonesia had hosted the conference was in 2002 in Denpasar, Bali.

The future hosts are:

- 2018: Malaysia
- 2019: Mongolia
- 2020: Singapore
- 2021: Republic of Korea
- 2022: Indonesia

On behalf of the Conference, the Rapporteurs thanked the future host countries for their commitment to APCCA. Any countries wishing to host the conference in 2023 onwards, should contact the Rapporteurs.

3. Governing Board membership 2017-2018

2018 host: ¹¹⁸	Malaysia
2 future hosts: ¹¹⁹	Mongolia (2019) Singapore (2020)
3 immediate past hosts:	Fiji (2017) China (2016) Thailand (2015)
4 elected members: ¹²⁰	Japan (elected in 2015)

¹¹⁸ Clause 14(a) of the *Joint Declaration*.

¹¹⁹ Clause 14(f) as amended at the 2014 conference in Canada to include two future hosts.

¹²⁰ Clause 14(b).

	Macao (China) (elected in 2015) Korea (elected in 2016) Sri Lanka (elected in 2017)
3 rotating members: ¹²¹	Bangladesh Australia Vietnam
APCCA Secretariat: ¹²²	Hong Kong (China) and Singapore
Secretary:	The Rapporteurs act as Secretary, but are not members of the Board.

4. Production of the Conference Report 2017

The Rapporteurs write the Report. As soon as possible in 2018, the Rapporteurs will circulate a draft Report by email to members. Members will have 4 weeks to submit comments on the draft Report.

The Rapporteurs will then finalise the Report in collaboration with the Host and APCCA Secretariat. The Final Report will be posted on the APCCA website thereafter.

5. Agenda Topics for 2018

On Tuesday 7th November, the Rapporteurs collated all the suggested topics for 2018 from member countries. They had a meeting with Malaysia (2018 host) and came up with recommended topics that were agreeable to Malaysia. On Wednesday 8th November, the Agenda Topics Committee met to consider the suggested topics and the recommended topics put forward by the Rapporteurs.

The topics for 2018 are:

- *Agenda Item 1:* Challenges and Initiatives in Corrections (this topic remains unchanged each year as it gives the opportunity for all countries to present)
- *Agenda Item 2:* Best practices in the management, rehabilitation and reintegration of offenders who have links to extremism, terrorism, organised crime, and gangs
- *Agenda Item 3:* Preventing, detecting and treating drug and alcohol abuse by offenders
- *Agenda Item 4:* Training, developing and motivating correctional staff
- *Agenda Item 5:* Developing risk and needs assessment tools to improve the classification, management and rehabilitation of offenders

¹²¹ Clause 14(d).

¹²² Clause 14(e).

6. Discussion Guide for APCCA 2018

The Rapporteurs will write a *Discussion Guide*. They will email this to members by May 2018. The *Discussion Guide* will give detailed guidance on Agenda Items 1 – 5; and will assist members to prepare their papers and presentations.

7. Email Contact Points

As mentioned at *Business Session 1*, the main communication method to circulate important information is by email. This method is quick and cost effective.

Mrs Irene Morgan advised that it has been the practice for each member country to provide the contact details of two nominated persons to the APCCA Secretariat. Member countries were requested to advise the Secretariat of changes or corrections to those contact details. The Secretariat's email address is: secretariat@apcca.org

8. Other Business

There was no other business. However, the Heads of Delegation from Canada,¹²³ China,¹²⁴ Papua New Guinea¹²⁵ and Sri Lanka¹²⁶ took the opportunity to thank Fiji for the tremendous effort in running such a successful and fruitful conference. They also congratulated Bangladesh and Vanuatu for becoming a member of APCCA.

Having the experience of hosting the conference in 2014, Canada acknowledged the amount of hard work and dedication that went 'behind the scene' by the working committee, Rapporteurs and the Secretariat. China thanked the APCCA Rapporteurs and the APCCA Secretariat as well, in showing their support to the APCCA community.

Canada, China, Papua New Guinea and Sri Lanka noted that over the years, APCCA has been a strong platform in the Asia and Pacific region for the sharing of best correctional practices, knowledge and experience. Importantly, APCCA has enabled the strengthening of relationships and cooperation between member countries to achieve one goal – namely, the safety and security of the community through effective rehabilitation and reintegration of inmates.

Professor Morgan ended *Business Session 2* with the following speech:

"As the Rapporteurs, Irene and I would like to thank Commissioner Commander Kean for his leadership, support and warm hospitality. A big thank you to:

- The Fiji Organising Committee: Salesia Racaca, Salote Panapasa, Helen Koi and Tema Evans
- The fantastic MCs – Michelle and Mervyn

¹²³ Mr Fraser Macaulay, Assistant Commissioner, Canada Correctional Service.

¹²⁴ Mr Jinyi Wang, Director General, China Prison Administration Bureau, Ministry of Justice.

¹²⁵ Mr Michael Waipo, Commissioner, Papua New Guinea Correctional Service.

¹²⁶ Mr Nishan Dhanasinghe, Commissioner General, Sri Lanka Department of Prisons.

- Today's guest speakers
- The Liaison Officers and Foreign Affairs officials

Last but not least, we would like to say thank you to our APCCA friends. On Day 1, the Honourable Minister said that it is the people who make companies. It is also people – all of you – who make APCCA. And, more than this, we are also *family and friends*.

In the words of the APCCA song, by sharing and working together, we achieve better results. Our strength is shown by the fact we have hosts for another five years, starting with Malaysia in 2018.

Irene and I thank you all for giving us the opportunity to serve as the APCCA Rapporteurs (for over 20 years now!). We look forward to seeing you in Malacca, Malaysia."

CLOSING CEREMONY

The Closing Ceremony was held on Thursday 9th November 2017 in the Plenary Room, Sofitel Resort and Spa. It commenced with the Closing Address by the Guest of Honour followed by the handing over of the APCCA Flag to Malaysia (the 2018 host).

Closing Speech by the Honourable Mr Jone Usamate, Acting Prime Minister and Minister for Employment, Productivity and Industrial Relations

Heads of Delegations, Commissioners, Distinguished guests,
Ladies and gentlemen.

Bula to all of you.

I appreciate and thank you for the invitation to end this Asia Pacific Conference of Correctional Administrators.

Over these past few days, I know you will have enjoyed our Fijian hospitality.

I know also, having looked at the program of the conference that you have had a great opportunity to share, to learn, and to reflect, and understand the progress and the challenges that exist in the course of your responsibility as correctional administrators. This conference has been a platform for you to meet, share ideas and expertise on correctional and rehabilitative matters. You have - and that is always useful, not only for reflection but also for benchmarking.

You have also covered a range of topical areas to help you progress your national administrations. I know that is a lot you have learnt through all the sessions. I note in particular the topic of restorative justice that you have discussed this morning. That has always been something of interest to me and I know that has a lot of merit in your field of endeavour.

So, I know that this has been a very worthwhile experience for every single one of you.

Congratulations are in order for all who have put the conference together. Thank you to your rapporteurs, Professor Neil and Ms. Irene Morgan who I am told have throughout the years diligently served APCCA, and made tremendous contribution in keeping APCCA member countries well informed.

Thank you also to all you APCCA member countries that are here. Thank you for being here, for participating and supporting this event.

A conference of this nature requires participation for its success, and it is your active participation and your cooperation that makes it a success.

The theme for this year's APCCA is "*Leadership in Rehabilitation*" - a very powerful theme.

Let me digress a bit here.

You all know that in the world today, our global climate is changing. This is a big challenge to humanity on the planet. Climate change is upon us. Sea levels are rising, we are facing more severe hurricanes, seas are becoming more acidic and coral reefs are dying.

All this is happening and it is wreaking havoc in all countries, but especially so in the small islands nations of the world, of which Fiji is an example. Here in the Pacific, islands are going under the waves.

This week in Bonn, Germany we have been having the meeting of COP23, to discuss this issue. Fijis Prime Minister, the Honourable Voreqe Bainimarama, has taken leadership of the global event as President of COP23.¹²⁷

That meeting is also focused on rehabilitation. Rehabilitation of the earth. That is an enormous challenge - to rehabilitate the planet; to fix what we human beings have done to this planet, to reduce carbon emissions so that we can halt global warming and all that is does to life on this planet.

I wish him all success for his efforts and the efforts of the Fiji team at Bonn in Germany.

Rehabilitation of human beings is your business. I do not profess to know too much about rehabilitation, but I do know that it has moved on significantly from just being about punishing people for crimes or just for reclusion. Today, there is a stronger approach to help people become better people.

That is a much more difficult thing to achieve. It always needs the concerted contribution of many stakeholders, working together with you the correctional services, to achieve the common objective of efficient and effective rehabilitation.

That is the same challenge for COP 23 – to bring all stakeholders together to do what they can do – to turn what they can do, to things they WANT TO DO, and to get them to actually do it.

That will also be your challenge to get the necessary stakeholders on board – to get them to do what they need to do –and to get them to want to do those things. That requires leadership.

In COP 23, this week they are talking about ambition. When we talk about Leadership in Rehabilitation or rehabilitating the earth to reduce carbon emissions and climate change – it needs more ambition—we need to have highly audacious goals that we pursue with vigour.

I hope that as you finish this conference, you will go back with more ambition. You will set yourselves higher ambitions and targets to achieve in rehabilitating people that need to undergo that process.

¹²⁷ For more information about the 23rd Conference of Parties ('COP 23') under the United Nations Framework Convention on Climate Change ('UNFCCC') which aims to "prevent dangerous anthropogenic interference with the climate system", please see: <https://www.theguardian.com/environment/2017/nov/05/the-cop23-climate-change-summit-in-bonn-and-why-it-matters> and <https://cop23.com.fj/>.

For a conference of this nature to be a successful, depends not only with how good you feel about your experience here these past few days, but more importantly what you do with your new learning, what you do with the network that you have built while you are here.

As we conclude APCCA 2017, it is my sincere hope that what we have discussed and talked about in the conference will be realistically applied and as you convene in the next conference you do so with new knowledge and ideas derived from what we have achieved our meeting here in Nadi, Fiji.

Lastly on behalf of the Fijian Government I thank you all for the contribution you have made in the conference this year and also our appreciation to your respective Government for their support.

May you remain in tune with the APCCA song “*Together in Unity*” and I wish you god speed as you depart our shores.

Farewell, Vinaka Vakalevu. Thank you.

It has been the practice for the current host (Fiji) to handover the APCCA Flag to the future host (Malaysia). Thus, Commissioner Francis Kean formally handed the APCCA Flag to Dato' Sri Haji Zulkifli bin Omar, Commissioner General of the Malaysian Prisons Department.



Official handover of the APCCA Flag from Fiji Commissioner Francis Kean (2017 host) to Malaysia Commissioner General Dato' Sri Haji Zulkifli bin Omar (2018 host)

**Speech by Dato' Sri Haji Zulkifli bin Omar
Commissioner General of the Malaysian Prisons Department (Host for 2018)**

Bismillahirrahmanirrahim

Honourable Mr Jone Usamate

Commander F.B Kean, Commissioner of Fiji Corrections Service

APCCA Rapporteurs, Professor Neil Morgan and Mrs Irene Morgan

Excellencies,

Distinguished APCCA friends

Ladies and Gentlemen,

Assalamualaikum and good afternoon

First and foremost, I would like to congratulate Fiji Correctional Services for successfully hosting 37th APCCA in this beautiful Nadi City. Without doubt, the four day conference has strengthened the APCCA bond, as well as APCCA cooperation and integration.

We, members of APCCA are being knitted together by aspirations, values and relationships amongst ourselves, near and far alike, towards a single goal, that is working together towards Correctional Excellence.

Cooperation and collaboration do not happen overnight. In the case of APCCA, it has taken vision, courage and commitment to bring us to where we are today.

The Malaysian Prisons Department is proud to continue and enlighten this journey. As host of 38th APCCA, we shall do our utmost best to hold and preserve APCCA's tradition that is promoting an active and innovative discussion, overcoming adversity through sharing of best practices, respect our fellow counterpart and foster teamwork and international collaboration.

Distinguished friends

Ladies and Gentlemen,

We will host APCCA next year in the tourism and historical city of Melaka, which is a UNESCO World heritage city, where you will be treated with Malaysian hospitality, rich in culture, tradition and not to forget, the enticing and sumptuous local delicacies.

Let me conclude by inviting everyone to enjoy a glimpse of what is in store for us next year.

Thank you and welcome to Malaysia.



The Honourable Mr Jone Usamate and Dato' Sri Haji Zulkifli bin Omar (Commissioner-General, Malaysian Prisons Department)

A short video presentation of Melaka was shown, and the APCCA Song was sung. Thereafter, the Heads of Delegation and the Rapporteurs were given a souvenir by the Honourable Mr Jone Usamate.

The conference proceedings closed with a formal speech by Commissioner Francis Kean who thanked the delegates, the Rapporteurs and the APCCA Secretariat (jointly held by Hong Kong (China) and Singapore) for their invaluable contribution during the conference. He also thanked the Fiji Organising Committee for their hard work in planning for the conference over the last few months.

OFFICIAL PHOTOGRAPHS



The Honourable Mr Sharvada Sharma¹²⁸ with APCCA 2017 delegates



2017 Governing Board members¹²⁹ and APCCA Rapporteurs

¹²⁸ Solicitor-General and Permanent Secretary for Civil Aviation, Acting Permanent Secretary for Justice and Anti-Corruption, and Acting Permanent Secretary for Communications and Information Technology

¹²⁹ Fiji (2017 host), Malaysia, Mongolia, China, Thailand, Canada, Japan, Macao (China), Republic of Korea, India, Cambodia, Brunei Darussalam, Hong Kong (China) [APCCA Secretariat] and Singapore [APCCA Secretariat].



Honourable Mr Sharvada Sharma [Guest of Honour] with (left to right) Singapore Commissioner Desmond Chin [APCCA Secretariat] and Hong Kong (China) Commissioner Terence Kwok-leung Lam [APCCA Secretariat]; and Fiji Commissioner Francis Kean [2017 host]



Vanuatu Director Johnny Marango (new APCCA member); Irene Morgan (Rapporteur); Professor Neil Morgan (Rapporteur); and Bangladesh Inspector-General Syed Iftekhar Uddin (new APCCA member)



The Honourable Mr Jone Usamate¹³⁰ with APCCA Heads of Delegation and the Rapporteurs

¹³⁰ Acting Prime Minister and Minister for Employment, Productivity and Industrial Relations.