

## **APCCA Newsletter No. 14**

**June 2002**

Notes from Director, Singapore Prison Service

I send greetings from the staff and inmates of the Singapore Prison Service! We are honoured to be given the privilege to produce this newsletter for a term of 2 years (i.e. 2002 and 2003).

In this inaugural issue undertaken by the Singapore Prison Service, we have sought the in-house capabilities of our female inmates from the Singapore Changi Women's Prison to deliver the entire issue from layout, design to final production and dissemination with guidance from staff.

This issue will bring to you exchanges on best correctional practices and sharing of current happenings in the respective Corrections. These articles have been contributed by the some of the APCCA member countries. I would like to encourage you to highlight any changes in top management in your Service for publication in our newsletter. The next issue will be out in December 2002.

The APCCA newsletter will be a good platform for Corrections in the Asian and Pacific region to share and learn from one another. We are all trying to improve and innovate in order to add value to the societies that we serve and the inmates that we seek to rehabilitate. After October this year, my department will also take over the APCCA website for a term of two years. I look forward to your continued support and may you enjoy reading through this issue!

## **Upcoming APCCA Conference**

Dates for the 22nd APCCA in Indonesia have been fixed by the Indonesian Director General, Mr Adi Soejatno, as 13 to 18 October 2002.

## **Discussion Guide for 22<sup>nd</sup> APCCA in Indonesia**

The Discussion Guide for the 22nd APCCA in Indonesia has now been published on the APCCA web site ([www.apcca.org](http://www.apcca.org)). The Discussion Guide will also be circulated with the official invitations which will be sent from Indonesia in the next few weeks.

## **Report of the Conference**

The organiser of the 21st APCCA, Ms Sivakorn Kuratanavej, in Thailand has informed me that the report of that conference is nearly ready and will be circulated by the end of February. She also hopes to be able to distribute a video showing the highlight of the conference at the same time

## **Discussion Guide**

**22nd Asian and Pacific Conference of Correctional Administrators  
Dempasar, Indonesia. October 2002**

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**[David Biles](#)**

This Discussion Guide has been prepared in order to assist the preparation of background papers for the 22nd Asian and Pacific Conference of Correctional Administrators which is scheduled to be held in Denpasar, Indonesia, 13 to 18 October 2002. (The abbreviated title of the conference is: 22nd APCCA, Indonesia.)

The APCCA held its first meeting in 1980 and its most recent meeting was in October 2001 in Chiang Mai, Thailand. Most meetings of APCCA are attended by senior correctional officials and observers from 20 or more nations in the region. They represent nearly one half of the total population of the world.

Between 1980 and 2001 the APCCA has developed a number of traditions, one of which is that conference delegates prepare papers on each of the substantive agenda items selected for discussion. The papers are generally used as a basis for the presentations to the conference (even though it is not customary for them to be read in full to the assembled conference), and they have also been used to assist with the training of senior correctional staff in some nations in the region. Some of the national discussion papers are also published on the APCCA Internet web site ([www.apcca.org](http://www.apcca.org)) when specific approval has been given.

At the 16th APCCA in New Zealand in 1996 it was agreed that there would be a slight change in the format of the conference in the following year in order to provide more time for discussion and the exchange of views. Specifically, it was agreed that the first agenda item should be a national report from each delegation covering any matters of current interest in each nation or territory. All delegations would be expected to produce a written report and also to address the conference for up to 10 minutes on their reports. (At the 22nd APCCA in Indonesia, the Conference Chair will be expected to strictly enforce the 10 minute time limit to ensure that all delegations have an equal opportunity to present their views.)

Three other conference agenda items would also be specified and, while all delegations would be asked (if appropriate) to prepare papers on each of these items, they would be asked to formally address the conference on only one of these three items. Thus all delegations will be given two opportunities to make formal presentations to the conference, and all will have adequate time to ask questions and enter into discussions. This format was

followed at the 17th APCCA in Malaysia, the 18th APCCA in Canada, the 19th APCCA in China, the 20th APCCA in Sydney and the 21st APCCA in Thailand and has met with the general approval of the delegates.

It is therefore requested that for agenda items 2, 3 and 4, the national discussion papers clearly indicate if these items are regarded as high, medium or low priority.

At all recent conferences the national discussion papers have been copied by the conference hosts and circulated to all delegates in attendance. It has been observed by many delegates that the collection of national papers is so informative and factual that it constitutes an invaluable reference for penal policy in the Asia and Pacific region.

As indicated in previous Discussion Guides the papers themselves need not be very long, the actual length being entirely a matter for individual delegates to decide, but it is common for papers from each nation to include an introductory statement which presents the basic facts about the relevant correctional system. This might include information on the numbers of prisoners, prisons and staff, and also describe any recent changes in general policy or practice. (In order to facilitate the copying of papers for distribution it is suggested that if possible they be prepared on plain paper approximately the same size as this Discussion Guide.)

At the 21st APCCA in Chiang Mai, Thailand, the delegates proposed a large number of possible agenda items for the next conference in Indonesia. The list of suggested items was initially considered by an ad hoc Agenda Committee and later considered by the full assembly of conference delegates. The full conference approved the four agenda items which are outlined in the following pages.

Following a successful specialist workshop on the Classification of Prisoners and Prisons at the 20th APCCA in Sydney and two specialist workshops on Indigenous Offenders and Correctional Through-care at the 21st APCCA in Chiang Mai it was also decided that provision should be made for optional workshops at the 22nd APCCA in Indonesia. The topics proposed for these workshops, which will probably be held simultaneously, are:

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

Participation in these workshops will be optional and national papers are not expected to cover these topics. It has been proposed that the first of these specialist workshops be presented by New Zealand and the second by a panel comprising representatives of Hong Kong (China), Singapore and Canada.

This document is no more than a guide to some of the issues that may be discussed in relation to each agenda item. Delegates should feel free to put their own interpretations on the items. Also, it is recognised that not all of the issues will be equally relevant to all of the nations participating in the conference.

### **1. National Report on Contemporary Issues in Corrections**

As indicated above, this agenda item was selected in order to provide an opportunity for conference delegates to report on and discuss any matters of current interest in correctional policy and practice in their own nations or territories. Therefore, the contents of reports are entirely at the discretion of each delegation. However, it is very useful if reports include an outline of trends in crime and in prison populations, and (if relevant) trends in community-based correctional populations.

In providing these basic facts it is also helpful if explanations are given of the correctional statistics which are supplied separately. For example, in federated nations it would be helpful to know if offenders held in provincial or local jails, including police facilities, are counted in the total numbers of prisoners that are reported for each nation. (It is specifically requested that in federated nations an effort be made to provide a general national picture of the use of custody or detention so that valid comparisons can be made with mono-jurisdictional nations.) Similarly, it would be of interest to know if persons accused of committing offences and who are held in custody (perhaps known as remandees, detainees

or on-trials) are counted as prisoners. The same question arises in relation to persons serving periodic or weekend detention orders.

Furthermore, relevant details of the structure or composition of prison populations would be of interest, particularly if any changes or trends have been noticed. For example, are there any changes in the proportions of the total prison populations who are identified as female, Indigenous, foreigners, etc.? Is the average age of prisoners increasing? Are there more prisoners serving sentences for particular types of crimes, such as crimes of violence or drug offences? And, are there proportionately more or fewer prisoners who have special needs, such as the need for medical isolation because of infectious disease, or the need to be protected from other prisoners.

It would also be appropriate if national reports prepared for this agenda item referred to any new or proposed legislation which has had, or may have in the future, an impact on the size of prison populations. Legislation abolishing the granting of remissions to prisoners for good conduct and industry, for example, has in some jurisdictions had a major impact on the total number of prisoners, but this has not always been the case. It would be of interest to know if legislation of this type was seen as reflecting the attitudes of the general public who may demand that offenders must be seen to be severely punished. Any other legislative changes or proposals, such as proposals for treaties facilitating the international transfer of prisoners or the introduction of private prisons, whether or not they have an impact on the the total number of prisoners, might also be outlined in the national reports.

National reports may also provide details of any new treatment or training programs that have recently been introduced or are being planned. Of particular interest here would be programs which aim to correct specific types of offending behaviour, such as drug and alcohol treatment programs, sex offender programs, anger management counselling, and new approaches to dealing with intoxicated and other irresponsible driving of motor vehicles. If any programs of this type have been evaluated, either internally or by external consultants, the results of such evaluations would be of considerable interest.

Any issues relating to staffing may also be considered appropriate for mention in national reports. For example, is it difficult to attract and retain suitable people to work in prisons

(and community corrections), what type of pre-service training is provided, and is in-service training also arranged? The negotiation of staff pay scales and working conditions and the influence of correctional staff unions, particularly if there have been recent changes, may be of particular interest to delegates at the conference.

It is suggested that national reports should make reference to current problems and challenges, as well as to positive or successful initiatives, and therefore it would be appropriate for reports to mention matters which are causing concern, such as overcrowding, escapes, deaths in custody, etc.. For each of the problem areas it may also be possible for information to be provided on approaches or initiatives that have been, or will be, introduced to resolve these problems, in either the short or long term.

Finally, while it is suggested that national reports should primarily focus on the general picture of correctional administration in each nation or territory, reference may also be made to some of the specific issues which are scheduled for consideration under later agenda items. In other words, a subject need not be excluded from the national report simply because it is discussed in more detail under a separate agenda item.

In summary, it would be helpful if national reports referred to:

- trends in crime, public attitudes and sentencing,
- changes in the size and composition of prison populations,
- (where relevant) non-custodial measures and their use,
- legislation, if any, relevant to corrections,
- new treatment or training programs and their effectiveness,
- correctional staffing issues, and
- challenges, problems and proposed solutions.

## **2. Outsourcing of Correctional Services**

This agenda item is intended to provide an opportunity for discussion of the various types of arrangements that may be made by correctional organisations for some aspects of the

services they require to be supplied by other public or private agencies. There are many different services which are possible targets for outsourcing, and these vary between such relatively small matters as the supply of foreign language interpreters, to very large matters, such as the management of complete correctional institutions.

Some jurisdictions have profound objections to the private management of prisons, as became apparent at the 17th APCCA in Kuala Lumpur in 1997 where private sector involvement in corrections was discussed. However, it is probably the case that some degree of outsourcing of correctional services occurs in all jurisdictions. The words used to describe the process may not always be the same, but it is hard to imagine a correctional organisation that is so completely self-sufficient that it does not need to use the skills or services of other agencies to meet some of its needs.

The motivation for outsourcing may be:

- to maintain high standards, for example in relation to health care,
- to improve efficiency, perhaps in the management of prison workshops,
- to reduce costs, where it would be uneconomical for the correctional organisation itself to supply a service which was only rarely required, or
- to provide more options in education, work and treatment programs for prisoners.

(It is also possible, in some circumstances, that outsourcing might be pursued in order to ensure the integrity of staff. For example, where dishonesty is suspected and police officers or private detectives may be temporarily stationed in prisons "under cover" in order to locate corruption or other unlawful activity.)

Possibly the simplest form of outsourcing is found in very small institutions where it is more convenient and cost effective for meals to be provided for prisoners or detainees by a local shop or restaurant rather than arranging for cooking to be done inside the institution.

Similarly, with the transport and escort of prisoners between institutions, and between institutions and the courts, even in large jurisdictions it has been found to be less expensive for this work to be done under contract by a security firm rather than by police or prison officers.

A major area of outsourcing is the provision of health services in correctional institutions. For example, it is understood that in the Peoples' Republic of China the regional or provincial health authorities, which provide the full range of medical and hospital services to the general community, are also responsible for the provision of these services to persons in prison in the same geographical area. This arrangement is intended to ensure that prisoners receive the same level of health care as do law-abiding citizens in the community.

In some other nations, it is common for prison doctors, nurses and other medical staff to be employed directly by the corrections authority, but the establishment of Corrections Health Boards, which supervise all prison issues, are becoming fairly common in some jurisdictions. A similar, but perhaps radical development, is for all medical and pharmaceutical services required in prisons to be contracted out to private organisations. This has happened in recent years in some jurisdictions in Australia.

A similar development has occurred in some nations with the contracting out of education and training services to local colleges as an alternative to the prison itself employing teachers and trade instructors. This type of arrangement has the advantage of bringing new ideas into the prison, but it is essential that the performance of the visiting teachers is monitored to ensure that appropriate standards are being maintained. It is also necessary that security requirements are met, especially in maximum security institutions.

Another major area of outsourcing in corrections is that of prison workshops. In different jurisdictions many different types of arrangements have been made, including signing contracts for private businesses to employ prison labour, either inside or outside the prison, or simply to purchase prison-made products. Singapore and a number of other nations have extensive experience of the integration of private business with prison industries. The conference will no doubt be very interested to learn more about such developments.

The ultimate level of outsourcing of correctional services is for the management of complete correctional institutions to be undertaken by private companies under contract with the relevant government. As indicated above, this is a very controversial subject, with many jurisdictions being strongly opposed to the establishment of private prisons. This agenda item is intended to cover a much wider concept than private prisons, however, and

it is therefore hoped that all participating nations at the conference will have something to contribute to the discussion of this topic regardless of their views on prison privatisation.

### **3. Recruitment, Training and Career Development of Correctional Staff**

Over the past 21 years the APCCA has discussed many aspects of staffing in corrections. Most recently, at the 17th APCCA in 1997, Prison Staff: Recruitment, Training and Career Development was discussed. Before that, at the 14th APCCA in 1994, Staffing and Management Systems in Corrections was discussed. Also, related topics, such as The Changing Work Role of Prison Staff and The Status of Prison Officers were considered at even earlier conferences. Such continued interest in this and related topics is clear evidence that staffing is a subject of continuing concern to correctional administrators in the Asia and Pacific region.

The recruitment, training and career development of correctional staff are three separate topics, even though they are closely related. The first, recruitment, is itself quite complex. It incorporates the notion of ensuring that sufficient numbers of people seek employment as correctional workers, establishing appropriate standards of education, intelligence, physical fitness, etc., and, most importantly, selecting those who are to be offered training and future employment. In many nations in the past, the most important consideration for working in corrections was physical size and strength. Big, strong men, with a basic ability to read and write, and to count, were considered to be particularly suitable for working in prisons. Around the world, the situation is quite different today with women having equal opportunity in correctional work as men, and education, intelligence and appropriate attitudes now being regarded as much more important than physical strength.

It would be of interest if conference participants indicated the current requirements in their jurisdictions for the selection of staff into corrections. For example:

- what is the minimum level of education required for prison officer recruits,
- what, if any, are the height and weight requirements,
- what character assessment is undertaken, and,

- what psychological assessment, if any, is made?

(It is recognised that in some jurisdictions, such as Hong Kong (China), there are different selection criteria for basic recruits and those seeking selection as trainee officers.)

It would also be of interest to know if difficulties are experienced in attracting sufficient numbers of appropriately qualified applicants, and, if there are difficulties, what steps are being taken to overcome them? Relevant to this question is the level of pay for correctional officers, compared with police, fire and ambulance officers, and others in service industries.

Training, for the purpose of this discussion, will refer only to the initial training offered to correctional workers, with in-service or pre-promotional training being regarded as a part of career development. As with recruitment, it would be of interest if participants indicated the duration and basic contents of initial training, and the balance between formal, or classroom, training, and on-the-job training. It would also be relevant to know whether or not there is any probationary period before a correctional officer is made permanent.

The third element in this agenda item, career development, is intended to cover all activities which aim to ensure job satisfaction and professionalism of correctional workers over a lifetime of work. Central to the concept of career development is the encouragement of further training and education together with the possibility of promotion to more responsible positions. An important aspect of career development is the availability of advice or guidance to junior staff members in relation to further education and training courses that are available. In larger correctional organisations which have their own academies, or colleges, to provide initial and in-service training, the academy staff may include some senior officers who are responsible for the provision of this form of guidance to staff throughout their careers.

For those corrections organisations which are responsible for community-based, as well as custodial, corrections, community corrections officers, who are sometimes known as probation, parole or community service officers generally have completed university degrees before they start work. They may be seen as, or see themselves as, better educated than those who work in institutions, but this perception may be overcome in some

jurisdictions by the creation of integrated correctional services. An integrated correctional service is one in which the majority of staff are sufficiently well trained and motivated to work in any aspect of corrections. Thus, an individual correctional worker may spend some time working in an institution, then work in a community corrections position, such as probation or parole, before working in a semi custodial area, such as periodic detention. He or she is therefore able to have a much more varied and interesting career than would otherwise be the case.

A number of universities are now offering degree courses in correctional administration or correctional management, some of which are linked to courses offered by corrective services academies, which may be taken by either distance education or direct attendance. These courses, if they attract sufficient numbers, may be the starting point for the establishment of truly professional correctional organisations which comprise, at least at the senior levels, only persons who have gained tertiary qualifications which are directly relevant to their work. They should also provide a basis for the habit of life-long learning which is essential in a field which is constantly changing such as corrections.

#### **4. The Reception and Classification of Prisoners as the Key to Rehabilitation**

This agenda item is intended to provide an opportunity for delegates to exchange views about those aspects of the treatment of prisoners which are considered to be particularly relevant to the question of whether or not they are ultimately rehabilitated. The original proposal for this agenda item, based on a number of suggestions, contained the term 'entry management'. This term has been replaced by the more familiar term 'reception', but it is accepted that the term 'entry management' has the advantage of emphasising that the reception of prisoners into custody, especially first-time prisoners, is a process requiring management if it is to be the start of a constructive and positive experience for the offenders.

The APCCA has, on many occasions, discussed the concept of rehabilitation and how it may be facilitated, but, apart from the specialist workshop at the 20th APCCA in 2000, this is the

first time that classification has been considered in relation to rehabilitation. On that occasion, classification was seen particularly as a mechanism for the efficient management of correctional institutions, but for the current discussion the primary focus will be on the relationship between classification and rehabilitation.

When offenders are first admitted to prison following sentencing by the courts, a modern and progressive correctional system will immediately start the reception process, which may continue for several days, or even weeks if it includes classification and allocation to institutions and programs. The first matter to be addressed must be the physical and mental health of the newly received prisoner. It may be the case that the prisoner is suffering from a physical injury requiring treatment or an infectious disease requiring isolation and medication, or it may be the case that he or she is depressed to the point of being suicidal or may be suffering from some other mental illness. Drug addiction problems may also be revealed at this stage. If any of these conditions is found, the appropriate treatment must be applied in the interests of the individual as well, in the case of infectious diseases, the interests of other prisoners who may be at risk.

If the first stage of the reception process reveals that the prisoner is not suffering from any physical or mental health problems, the next issue to be addressed is the provision of information. The newly received prisoner will need to be informed as soon as possible of his or her rights and obligations as a prisoner, as well as what he or she may expect to happen as the process continues. Also at this stage, it may be necessary for immediate welfare needs to be addressed, such as informing the offender's family of the outcome of the trial or, in some cases, making arrangements for wages to be collected, personal property to be stored, etc..

Depending on the length of the sentence imposed, the classification process which follows reception, will be more or less intensive. Longer sentence prisoners will generally be subjected to a more intensive classification process than those who receive short sentences, unless there are particular reasons to change this practice. Classification itself will require assessments to be made, generally through interviews, by a number of different specialists.

The determination of the security status of the individual is of crucial importance to the integrity of the total correctional system, and generally takes into account the offender's criminal record, the nature of the current offence, prior history of escapes or disruptive behaviour, personal circumstances, and attitudes as indicated in interviews. This determination is most likely to be made by a committee, which includes experienced security experts, and it may be varied as the sentence continues. The security classification of the individual prisoner is used to assign the prisoner to a specific institution, or section of an institution. As far as possible, as a matter of principle, prisoners are not to be held in security conditions which are more rigorous than indicated by their individual security ratings.

Apart from the assessment of security, the major part of the classification process comprises a detailed collection of information, from interviews, but also possibly including psychological and aptitude testing, to establish the education, training and treatment needs of the individual. An important issue to be resolved at this stage is the allocation of the individual prisoner to a work assignment which will not only encourage good work habits, but also may provide a basis for employment after release.

This information collection may lead to the preparation of a sentence management plan which is used to guide all aspects of the prisoner's life for the duration of the sentence, and perhaps even longer (as would be the case, for example, if the continuation of a treatment program was a condition of release on parole). As with the security rating, the sentence management plan should also be subject to review and modification according to the progress made by the prisoner.

The description above is of a reception and classification process which may be more ambitious than is to be found in many jurisdictions in the Asia and Pacific region, but there may well be some jurisdictions in which procedures are even more advanced. It is suggested that national papers on this agenda item indicate the reality of these processes in each participating nation, together with an indication of any plans that have been made to improve or modify the system. An indication of the specialist staff required to operate these systems would also be of interest.

## **Secretariat set up to provide vital support services**

The establishment of the Secretariat of the Asian and Pacific Conference of Correctional Administrators (APCCA) is a milestone in the development of closer ties among member jurisdictions of the regional organisation.

The Secretariat was set up shortly after the APCCA's 21<sup>st</sup> annual meeting in Chiang Mai, Thailand, last October, which endorsed the recommendations of the Working Group on APCCA Support Services.

Apart from providing vital support services to members, it also serves as the focal contact point between the APCCA and its members.

The Secretariat is co-sponsored by the Hong Kong Correctional Services Department (CSD) and the Singapore Prison Service (SPS) for a term of two years.

Under a co-operative agreement between the two jurisdictions, CSD is responsible for general administrative duties and liaison work. These include the distribution of reports and discussion guide; compilation of regional statistics and updating the Conference Planning Guide; and handling of communications from APCCA members and external bodies, except those addressed to the web-master of the APCCA web-site.

SPS undertakes the tasks of publishing the APCCA Newsletter and, supervising and maintaining the web-site.

They each sponsor its secretariat office by absorbing the operational costs, save for items that are borne by the APCCA Fund, such as the material costs of the newsletter production.

Communication with the APCCA Secretariat can be made to Mr Mathias Chan at the Correctional Services Department Headquarters, 27<sup>th</sup> Floor, Wanchai Tower, 12 Harbour Road, Wan Chai, Hong Kong. Mr Chan can also be contacted at telephone number (852) 2582 5205 or fax (852) 2582 8513. His email address is: [chan\\_mathias\\_kc@csd.gov.hk](mailto:chan_mathias_kc@csd.gov.hk)

### **UNAFEI 40TH ANNIVERSARY**



The United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI) will reach a milestone celebrating 40 years' history in September 2002.

Since September 1962, when the first international training course was held, UNAFEI has consistently conducted various international training courses and seminars numbering over 120 and received about 3000 participants from over 100 countries and regions. Most of the UNAFEI Alumni members play leading roles in their respective criminal justice administrations including some APCCA members.

During these past 40 years, UNAFEI has actively provided various services with the aim of promoting the sound development of criminal justice systems and further enhancement of mutual cooperation mainly in Asia and the Pacific Region as well as in other regions of the world such as Africa and Latin America. Other major activities include:

Overseas Joint Seminars with the governments of participating nations (held 23 times since 1981),

Research and publication activities to disseminate practical and useful information for crime prevention and the treatment of offenders (e.g., *UNAFEI Resource Material Series*),

Technical assistance and support for UN criminal justice policies (e.g., holding a workshop on cybercrime, drafting the 'Tokyo Rules (UN Standard Minimum Rules for Non-custodial Measures)', etc. )

UNAFEI, as a United Nations affiliated regional institute, has made and contributed every effort to provide better training opportunities and technical assistance for the betterment of every part of the criminal justice system in order to achieve effective crime prevention and enhance the treatment of offenders. For more information on our history and activities, please visit our website:



<http://www.unafei.or.jp/english>

## **21st APCCA THE "BEST EVER" SAYS BILES**

At the conclusion of the closing ceremony of the conference in Chiang Mai, Thailand, the APCCA Coordinator, Professor David Biles, was asked to move a vote of thanks to the conference host, Mr Siwa Sangmanee and his staff. Professor Biles said that he had attended 13 assemblies of the APCCA and, from every point of view, the 21st in Chiang Mai was undoubtedly the best ever.

He said from the brilliant opening ceremony, the memorable evening at the home of Mr and Mrs Sangmanee, and the dramatic closing ceremony, as well as many other wonderful events, the hospitality at this conference had been absolutely second to none. He also observed that formal aspects of the conference were marked by excellent presentations and a valuable exchange of views.

Also, for the first time the conference had included two simultaneous specialist workshops led by Canada and New Zealand, as well as informative presentations by two private companies involved with aspects of correctional work. Furthermore, all parts of the conference organisation had run like clockwork as a result of the hard and dedicated work of scores of staff members of the Thai Department of Corrections. Above all else, he said, this conference had been marked by a level of friendliness and cooperation that was outstanding and unforgettable.

Professor Biles then asked the leaders of a number of delegations, nominated by the conference organising committee, to each make brief comments. The first of these was Ms Liu Guoyu of the People's Republic of China, who was followed by Mr James Ryan from Australia. Mr Donald Wee from Malaysia spoke next, followed by Mr Pieter de Vink from Canada. Finally, Mr Ambeg Paramarta from Indonesia repeated his invitation for all present to meet again in Bali next year.

The representatives of these nations were all appreciative of the wonderful hospitality that they had received and also appreciated the high level of organisation of the conference. Professor Biles then observed that if every nation present had been asked to speak at this time all would have been equally full of praise for the work done by Mr Siwa and his staff.

### **New Commissioner appointed in NSW**

Appointed to the position of NSW Commissioner of Corrective Services on 11 January 2002, Ron Woodham has been involved in corrections since joining the former NSW Department of Prisons in June 1966. He is one of the most senior and respected correctional administrators in Australia.

Between 1966 and 1978 he was an overseer, an establishments officer in Head Office and reached the rank of Principal Prison Officer. In 1978 he was appointed officer in charge of security at Long Bay, at that time the largest prison complex in Australia. Experienced throughout the breadth of the Department, he served as Senior Assistant Commissioner from 1997.

Mr Woodham is the first NSW Commissioner to have reached that position from within the ranks of custodial officers. Amongst the many initiatives with which he is associated, the introduction of drug detector dogs and his work in the emergency response areas may be mentioned. He has a particular concern for Australian Aboriginal inmates, an over-represented section of the inmate population, and over many years has vigorously supported programs to assist indigenous Australians and reduce their recidivism.

### **International focus on NSW corrections**

*by Julian Faigan*

Three senior officers from the Swedish Ministry of Justice visited the Long Bay Correctional Complex in mid January. Before their tour, however, they paid a courtesy call on newly appointed Commissioner Ron Woodham at Roden Cutler House.

The Swedish visitors were Fredrik Wersall, Director General for Legal Affairs, Ann-Marie Begler, Director General of the National Council for Crime Prevention and Nils Cederstierna, Director, Ministry of Justice. The group was accompanied by Ann O'Connell from the NSW Attorney General's Department.

Commissioner Woodham welcomed the Swedish delegation and introduced them to Assistant Commissioner Probation and Parole Catriona McComish and Assistant Commissioner Inmate Management Luke Grant.

On their visit to NSW, the Swedes inspected the Malabar Special Programs Centre and stopped at Berrima Correctional Centre on their way from Canberra to Sydney.

The overall purpose of their visit was to study crime policy in Australia with a special focus on crime prevention, enforcement of sanctions, treatment of juvenile offenders and victim support. Within the NSW correctional system they were interested to gain an overview of our administrative and financial functions, to learn how Operations worked, and to gain information on correctional research and staff training and development.

Sweden, with a population of just under 9 million, has around 5,200 inmates spread throughout 55 correctional facilities of which five are for women inmates.

**Thanks from Thailand**

Commissioner Woodham was happy to receive a “thank you” letter recently from Siwa Sangmanee, Director General of the Thailand Department of Corrections. “I would like to sincerely thank you and your staff for your kind cooperation in arranging the prison tour program for the Thai delegation, led by Mr Narongsak Sompat, Director of Buayai District Prison, between 4 and 14 October 2001,” the Director General writes. “The tour... helped us gain a fuller sense of correctional service missions and of course provided a great opportunity for us to broaden our visions as well as a chance to share our experience in corrections with your competent staff.”

### **Rejuvenation of the Imperial Lakes, Broken Hill**

*by Maureen Hirschausen*

Assistance was needed to support the local community in the rejuvenation of the Broken Hill Imperial Lakes that had been closed to the public for more than 20 years.

Broken Hill is in the far west of NSW, 1190 km west of Sydney.

The Imperial Lakes is a man-made lake system originally used by a local mining company to supply boring and drilling water as well as a recreational area (swimming, boating and fishing) for the locals.

On Saturday, 10 February 2001, the Broken Hill Periodic Detention Centre commenced work at the site to clear away 20 years of natural growth which had reclaimed the roads, facilities, beach area, lawns and facilities such as walking trails and BBQ area.

The detainees' first task was to reclaim the beach area that had been taken over by a dense growth of river reeds. This was very labour-intensive, digging out river reeds and removing and saving reclaimed beach sand. This task was completed over two weekends.

Other tasks carried out by the detainees were:

- marking a walking trail using local bluestone rocks that was approximately 400 metres long.
- assisted in laying approximately 45000m<sup>2</sup> of rolled lawn in two sections of the lakes area and

another section which was planted with seed lawn.

- clearing levy banks.
- digging up approximately 1000m of water pipes and repairing where necessary and then relaying pipes.
- concreting the boat ramp and concreting safety posts.
- preparing garden beds for planting and planting approximately 300 Australian native trees and shrubs.
- installing and fixing upright sprinklers, drip and pop-up irrigation systems.
- painting shut off valve covers, posts and signs.
- clearing vegetation from areas that were too sensitive for loaders to clear.

The Broken Hill Periodic Detention Centre completed their work on this project on 29 July 2001.

## **QUEENSLAND CORRECTIONS JOINS IN OUTBACK SPIRIT**

As Australia celebrates The Year of the Outback in 2002, the Queensland Department of Corrective Services is making sure it plays a key role in this immense celebration of Australian heritage.

Through its Work Outreach Camps (WORC), the Department is helping to revitalise Queensland's rural and remote communities.

Department of Corrective Services Director General Helen Ringrose said the innovative WORC program was assisting to rehabilitate both offenders and outback communities, providing offenders with valuable skills and outback communities with a source of labour otherwise not available to them.

Ms Ringrose said outback economies also benefited from the Department buying camp requirements and supplies locally.

“The WORC program is a win-win situation for all those involved with the camps providing more than 65,000 hours of community service to rural and remote communities during 2000-2001,” she said.

“Therefore, it is very fitting that the Department is celebrating The Year of the Outback in this way.”

Low security offenders are sent to one of the 11 camps in rural Queensland located at Blackall, Boulia, Charleville, Clermont, Dirranbandi, Julia Creek, Mitchell, St George, Springsure, Winton and Yuleba.

They are then able to develop skills in a range of areas such as landscaping and environmental rehabilitation that will assist them to gain employment when released.

Past projects have included constructing grandstand facilities for the local camel races at Boulia and Blackall, and the restoration of an historic walkway at Springsure.

Offenders also assisted the Queensland Parks and Wildlife Service with the construction of a fence around the Currawinya National Park to protect the bilby, an endangered marsupial.

Ms Ringrose said these community-based projects assisted the offenders in their rehabilitation, offering a sense of pride and building self-esteem.

“Seeing the positive impact their work is having on these communities is an essential part of their rehabilitation and gives them a sense of fulfilment knowing they have assisted the community in some way,” she said.

Ms Ringrose said the program also created positive links with rural communities, who greatly appreciated the work the camps carried out.

“For example, offenders provided flood relief to the Longreach, Muttaborra and Winton areas following a particularly wet summer,” she said.

“Cleaning up after a flood is a difficult job both physically and emotionally and the communities were very grateful for the offenders’ support.”

Through the Women’s Community Custody Program, female offenders also take part in outback-based initiatives at Warwick in south-west Queensland.

The women have supported a number of activities such as riding for the disabled and painting community centres.

However, two of their biggest annual projects are the Warwick Rodeo and the Warwick Show.

“The women help with the food preparation, clean up the grounds and play a major role in helping to make these two events such a success,” Ms Ringrose said.

“Their efforts are greatly appreciated and a strong partnership has formed between the Warwick community and the offenders because of their commitment to these projects.”

Captions for photos:

Balonne Riverbank Project at St. George in Queensland

### **Prisoner Work Camps expand in Western Australia**

The Western Australian Department of Justice is consolidating its award winning prisoner work camp program, with two new camps soon to open.

One of the camps will be established at Wyndham, in the State’s far north East Kimberley region, while the other will be situated at a former prison farm near Albany on the south coast.

The camps will bring to six the number operating across the State.

Prisons Executive Director Terry Simpson said local government authorities competed with each other to host the work camps, which provided work parties of up to 20 minimum-security prisoners who were either serving short-term sentences or nearing the end of their imprisonment.

“The Department conducts extensive consultations with local communities before committing to a work camp to ensure it has maximum public acceptance,” Mr Simpson said.

“It is important the community has the confidence to take ownership of their local work camp, as the prisoners work amongst them on a wide range of local work projects.”

These include:

**Environmental** projects such as tree planting, salinity control, coastal regeneration, eradicating non-indigenous vegetation, eliminating/controlling fire risks etc.

**Recreation/tourism** - maintaining and developing infrastructure in national parks, nature reserves, other tourist parks and rest areas. Projects include trail construction, construction and erection of footbridges, information shelters, BBQs, and picnic facilities.

**Heritage** - maintaining and restoring heritage sites and buildings of significant historical and heritage value and in need of preservation - such as pioneer cemeteries and homesteads and other important buildings.

**Community projects** such as streetscaping, upgrading community facilities, erecting playground equipment and facilities for young people and projects for local clubs.

Work camp prisoners have also played important roles in disaster relief operations, providing a "rapid response" to natural disasters such as floods, bushfires and cyclones.

Mr Simpson said the work must provide benefits to the broad community and is work that would otherwise not get done either because of a lack of community resources or volunteers.

“So far we have had tremendous success, with communities regularly hosting barbeques and other similar functions for the prisoners in appreciation for the work they have done around their towns,” he said.

The expansion of work camps into Western Australia’s north is also seen as a practical way to help break the cycle of offending for Aboriginal people.

The first work camp specifically for Aboriginal people was opened at Millstream, in the Pilbara, in 2000 while the Derby camp in the West Kimberley opened just last year.

“Work camps provide Aboriginal prisoners with training, work and life skills that are both culturally appropriate and useful in helping to rebuild their lives once they are released,” Mr Simpson said.

The work camp program has been recognised with a number of prestigious State and National awards for excellence.

In 1999, it won a WA Premier’s award for services to regional communities and was, again, a finalist the following year.

Also in 2000, it won the State and National Public Relations Institute of Australia Golden Target Award for Community Communication and the StateWest Credit Society Award for outstanding achievement by an individual or group of colleagues.

With such high praise, it's little wonder more local communities in Western Australia have their sights set on a prisoner work camp for their town.

### **Throughcare for Female Offenders**

#### **Australian Capital Territory Corrective Services**

*Throughcare* for female offenders was the focus of a national forum hosted by the Australian Capital Territory (ACT) Corrective Services. Approximately eighty senior administrators and correctional practitioners from most Australian jurisdictions and New Zealand attended the forum which was held in Canberra on 14 and 15 November, 2001.

The *Working with Female Offenders Forum: Throughcare* was opened by Mr Ted Quinlan, Member of the ACT Legislative Assembly, Deputy Chief Minister and Minister for Police, Emergency Services and Corrections. Ms Rosemary Follett, ACT Discrimination Commissioner and Chair of the ACT Corrections Health Board chaired the forum.

The forum provided participants with a valuable opportunity to hear a range of keynote speakers and to exchange ideas on successful strategies for the management of female offenders across custodial and community settings.

The forum strongly endorsed a *Throughcare* approach for the management of female offenders. *Throughcare* is defined as a coordinated, integrated approach to the management of offenders from the offender's first point of contact with correctional services to their successful re-integration into the community and completion of their legal order. In some countries the term *Integrated Offender Management* is used.

Delegates attending the forum explored a range of factors involved in providing a continuum of care to female offenders. These factors include case management practices, provision of culturally appropriate services and programs designed to meet the specific characteristics and needs of female offenders, maintenance and development of family and community linkages and the availability of health and mental health services to female offenders.

Client information systems which support case management policies across correctional settings as well as the building of collaborative partnerships between correctional agencies and other government and non-government organisations, were considered to be essential elements in a *Throughcare* approach.

The forum was the second national forum to be held in Australia during 2001 to focus on female offenders. The earlier forum was held in Melbourne in July 2001 and focused on the management of women in custodial environments.

The Correctional Services Administrators of Australia and New Zealand sponsored the *Working with Female Offenders* forums and the development of the forum programs occurred under the guidance of a steering group comprising senior representatives from several jurisdictions.

To continue the valuable exchange of information between correctional staff from Australian jurisdictions and New Zealand, a third forum on the management of female offenders is being planned for 2002.

**Bailed out: Parklea is on-line**

*by Julian Faigan*

On the 4 March 2002, the Parklea Audio Visual Link went on-line and operational. The team heading the Department's newest two studios are SCO Peter Shelley and SCO Glenn Smith in conjunction with the State Bail Video Link Co-ordinator Peter Sharp.

It is proposed that the opening of these two studios will increase the Department's capacity to facilitate this ongoing project. With the expectancy of an increasing inmate population, Parklea will be one of the frontrunners of video conferencing within the Cross Justice System, alleviating the workload on other facilities.

With the introduction of the new *Bails Act*, the video conferencing studios will become an important tool for managing the appearances of inmates in NSW Courts and other justice agencies.

Parklea Governor Jim Kama, after viewing the facility, commented that he is impressed with the support from Peter Sharp and the professionalism from officers Shelley and Smith in the setting up of Parklea's newest facility.

It is to the credit to all staff within Parklea Correctional Centre to have implemented these two studios within the short time constraints given.

With the implementation of video links with the NSW Parole Board and the Serious Offenders Review Council later this year, the true value of the Cross Justice System will become increasingly apparent.

## **Drug use in New Zealand prisons drops**

### **New Zealand Department of Corrections**

The Department of Corrections has radically reduced drug use in New Zealand prisons over the past three years.

The Department implemented a comprehensive testing programme in 1998, when positive random tests were at 35 percent. From June 2000 to June 2001 this number has dropped to 20 percent.

National Crime Prevention Co-ordinator Tony Coyle says the latest results show that the Department is making good progress in its battle to eliminate drug use in prisons and this is largely due to the professionalism of staff and their commitment to the drug reduction strategy.

“The Department’s drug strategy is designed to reduce the supply of drugs into prison, the demand for drugs and the harm caused by drug abuse. The latest figures show we are making good progress towards our goal of reducing drug use in prisons.

“We are left with the determined drugs users and although we will continue our no tolerance policy, research shows the best way to deal with these offenders is enforcement combined with education.”

The Department also carries out other significant initiatives in conjunction with random testing aimed at reducing drug use.

“An 0800 Jail Safe number (0800 5240572) has been set up for inmates, inmates’ families, staff or the public so they can phone in if they have information relating to drugs in prisons.

This line increases prison safety as often pressure is placed on inmates, staff and their families from both within and outside the prison to bring drugs into prisons.

“Visitor vehicle checkpoints also cut down the amount of drugs brought into prisons. The Department has five narcotics detection dog teams and crime prevention officers who often work with police to stop contraband entering our prisons.

“We are committed to doing everything we can to not only eliminate drug use in prisons, but work with inmates to address their drug and alcohol dependency problems. Many inmates have used drugs all their lives. Staff are aware of this and met the challenge through constant vigilance and monitoring of testing procedures.”

This year’s target - for the year to June 2002 – has been set at 19 percent and Tony says even that one percent reduction represents a whole new challenge.

“Our aim now is to move towards more consistency across all of our sites (positive percentages ranged from zero percent to 30 percent in the year 2000-2001) .

“Whilst we appreciate this is going to be more difficult at some sites, such as those which have inherent problems like being right in the centre of the city, our strategy now is to focus on the key site specific issues which contribute to higher drug usage at those prisons.”

### **Hong Kong hosts first tripartite sports meet**

The inaugural Sports Meet of Guangdong/Hong Kong/Macao Correctional Officers was held in Hong Kong between November 27 and 30, 2001.

Organised and hosted by the Hong Kong Correctional Services Department Sports Association (CSDSA), the Sports Meet attracted nearly 200 correctional officers from Guangdong, Hong Kong and Macao. To the delight of athletes officers of the three places, a

team of some 30 officers from the Singapore Prison Service also joined in as guest participants.

Speaking at the opening ceremony, the Commissioner of the Hong Kong Correctional Services, M Benny Ng Ching-kwok, said: "The Sports Meet gives us a good opportunity to develop our friendship and enables us to exchange our experience in correctional services."

The four-day event included competitions in football, basketball, table tennis, badminton, squash, snooker, shooting and long distance run.

The Hong Kong team emerged as the overall champion and, Macao and Guangdong were the first and second runners-up respectively. Indeed, the most treasured and everlasting prize won by all the participants was friendship.

During their stay in Hong Kong, the guest players were accommodated in the 'Athlete Village' of the Staff Training Institute of the Hong Kong Correctional Services. Apart from sightseeing and visits to penal facilities, they were also invited to the annual Autumn Fair organised by the CSDSA in Stanley on December 1, which raises funds for various charities.

The tripartite event will be held in the three places in rotation and Guangdong will host the next Sports Meet.

### **Our New Core Values**

The Prisons Department has developed a new set of values to support the transformation of organisational culture. While the existing core values has served us well in the past and is still relevant today, it is however inadequate to help us in our quest to be a world-class prison. A revised set of core values incorporating the essence of the existing values has been developed to guide us in our daily work. Bearing in mind our motto of security,

rehabilitation and integrity, let us be led by the HEART in our daily work as captains of lives and in our journey towards being an exemplary prison system.

### Our Value System

- H** Honouring our vision
- E** Excelling in our work
- A** Agile and innovative
- R** Respecting our colleagues and community
- T** Teamwork through coaching, guiding and inspiring

We are determined to:

**Honour** our vision by placing it above self-interest and inspiring others to our cause.

Our vision is the desired future that we want to create for our Department. To achieve our vision, we must be collectively aligned and committed, placing the vision above ourselves. In doing so, we inspire our fellow officers and the community, and broaden our circles of influence.

**Excel** in our work because we care enough to want to be the best.

To develop an exemplary prison system, we must excel in our core functions on security and rehabilitation, and deliver the best services. This requires not only strong determination and dedication but also personal integrity and humanity in all that we do.

Be **Agile** by being innovative and open to new possibilities, overcoming adversity through continuous learning.

As an organisation, we must be agile in response to our constantly changing environment. While encouraging our staff to be innovative, we must constantly seek out new opportunities and advocate continuous learning to overcome adversity.

**Respect** our fellow colleagues and the community we come into contact with.

We recognise that respect forms the basis of our dealings with fellow officers, inmates and the community. It is only through mutual respect that we gain trust and build sincere relationships.

Foster **Teamwork** by coaching, guiding and inspiring one another in our workplace.

We achieve more by working as a team. As leaders in our respective work areas, we can inspire teamwork through coaching, guiding and inspiring one another to our cause.

### **Staff Volunteerism**

*Come on, let us lend a heart and make a difference to someone's life*

**Staff volunteerism in the Prisons Department was officially launched in April 2001, in line with Prime Minister Goh Chok Tong's call for a meaningful balance between self, family and community through involvement in volunteer activities. It is also part of the Department's efforts to promote work-life balance by encouraging and recognising staff volunteer activities. The Department plays an active role by recruiting, job-matching, and organising orientation and training sessions for staff volunteers. Currently, the scope of volunteer work covers services in prisons/DRCs, related agencies (e.g. Singapore After-Care Association, Singapore Anti-Narcotics Association, and halfway houses) as well as agencies under the National Council of Social Services.**

**There are altogether 106 staff who have signed up as staff volunteers, all willing and ready to contribute their time, energy and skills to make a difference in the lives of the less**

**fortunate. Among them, 51 are volunteering on a regular basis working directly with inmates in Prisons/DRCs and ex-RTC boys who are undergoing aftercare supervision. Their areas of volunteer work include teaching, tutoring, games coaching, befriending, group mentoring, visits to welfare homes and participation in community services and charitable events.**

To encourage more staff to offer their talents and services in volunteer work, the Department is currently expanding the scope of volunteer work to include Voluntary Welfare Organisations and community service trips to the less developed countries. Staff volunteers can expect to learn from purposeful activities with even more exciting volunteer opportunities.

The journey of volunteerism is one of unforgettable discovery and experience for oneself and others. Take a bold step forward, lend a heart, embark on an exciting journey of volunteerism and make a difference to someone's life for *"the best way to find yourself, is to lose yourself in the service of others."*- Ghandi

#### Quotes

"I learnt that at the very basic level, befriending simply means spending time to provide a listening ear to others or just by being there."

– Mazlin Mamat

"The half-day volunteering session at the Society for the Physically Disabled was truly an eye-opener for me. I was impressed by their will and sense of pride in overcoming the difficulties to learn new skills and be able to face the challenges ahead of them."

– Kalsom Mohd

“Being able to be involved in another person's life and be given the opportunity to touch and impact lives is an enormous privilege. It gave me a better perspective on how much more privileged I am and how I need to remember not to take even ordinary things for granted.”

– RO2 Maxmillian Yak