CONFERENCES REPORT
2018

38th Asian and Pacific Conference of Correctional Administrators
2nd – 7th September, 2018
Melaka, Malaysia

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APCCA Rapporteurs
## CONTENTS

<table>
<thead>
<tr>
<th>Agenda Item</th>
<th>Topic</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Challenges and Initiatives in Corrections</td>
<td>19</td>
</tr>
<tr>
<td>2</td>
<td>Best practices in the management, rehabilitation and reintegration of offenders who have links to extremism, terrorism, organised crime, and gangs</td>
<td>47</td>
</tr>
<tr>
<td>3</td>
<td>Preventing, detecting and treating drug and alcohol abuse by offenders</td>
<td>78</td>
</tr>
<tr>
<td>4</td>
<td>Training, developing and motivating correctional staff</td>
<td>108</td>
</tr>
<tr>
<td>5</td>
<td>Developing risk and needs assessment tools to improve the classification, management and rehabilitation of offenders</td>
<td>130</td>
</tr>
</tbody>
</table>

### CONFERENCE BUSINESS
- Finance Committee meeting
- Governing Board meeting
- Business Session 1
- Business Session 2

### CLOSING CEREMONY

Please note: The Appendices referred to in this Conference Report are provided in a separate document, together with the Official Photographs.

The following matters are available at [http://www.apcca.org](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 38th APCCA

(a) Conference Host and Venue

This is the official report of the proceedings of the 38th Asian and Pacific Conference of Correctional Administrators (‘APCCA’) held at Hatten Hotel, Malacca (Malay: Melaka), Malaysia. The conference was held from Sunday 2nd September to Friday 7th September 2018. The conference was generously hosted by the Ministry of Home Affairs of Malaysia, the Malaysian Prison Department and the Melaka State Government.

Malaysia was one of the 14 countries that attended the first APCCA in 1980 when it was held in Hong Kong. Since then, Malaysia has participated in APCCA every year. Malaysia has been a strong supporter of APCCA and has hosted the conference on three previous occasions: 1987, 1997 and 2008.

This is the fourth time that Malaysia has hosted APCCA. It was attended by more than 200 delegates from 27 nations and territories from the Asian and Pacific region including Australia, Bangladesh, Brunei, Cambodia, Canada, China, Hong Kong (China), Macao (China), Fiji, India, Indonesia, Japan, Kiribati, Republic of Korea, Malaysia, Maldives, Mongolia, Myanmar, Nauru, New Zealand, Philippines, Singapore, Solomon Islands, Sri Lanka, Thailand, Vanuatu, and Vietnam.1 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.

As in previous years, 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. Many Malaysian officials at all levels and from different parts of the country also attended and participated in the conference.

(b) Overview of the Malaysian Prison Department

Roles and Objectives:

The Malaysian Prison Department (‘MPD’) is under the governance of the Ministry of Home Affairs.2 Since June 2009, the Department has been headed by the Commissioner General of Prisons, Dato’ Sri Haji Zulkifli bin Omar. The vision of the MPD is to be a ‘Leader in Corrective Services’ and its mission is ‘To nurture productive individuals through effective rehabilitation, a conducive environment and strategic integration’.

The MPD has five key objectives: 3

- Detention: To ensure that prisoners/inmates/detainees undergo lawful detention until their release.

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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.
3 Please see http://www.prison.gov.my/portal/page/portal/english/sartikel_en for a list of publications and legislation that can be downloaded.
- **Security**: To ensure control and an environment that is secure.
- **Treatment**: To ensure that each prisoner/inmate/detainee is treated in accordance with the laws and regulations.
- **Rehabilitation**: To ensure all categories of prisoner/inmate/detainee undergo appropriate and effective rehabilitation programs.
- **Reintegration**: To ensure the implementation of an effective social reintegration programme for the prisoners/inmates/detainees.

**Prison Logo and Motto:**

The prison logo signifies the following:
- The 14-point star symbolises the 13 states and the federal government. The star, together with the crescent, represents Islam, the official religion of Malaysia.
- The crossed keys symbolise the power and responsibility entrusted to the department to carry out its duties.
- The paddy flowers symbolise the close-knit unity and cooperation of the multi-racial personnel at all levels.
- The green background is the official colour of the MPD and loyalty to the head.

The motto logo represents the following:
- The motto is ‘Mesra, Ikhlas dan Berbakti’ which means ‘Friendly, Sincere and Dutiful’. The officers of the MPD carry out their duties to uphold the country’s criminal justice system and to fulfil the trust of the people to rehabilitate offenders with full responsibility, in service of the people and the nation.
- The corporate colour of the MPD is green. This reflects the MPD’s goal in rehabilitating inmates to become productive individuals and to return them to society as useful citizens to fulfil their obligations to society.
- The heart and hands reflect the society’s commitment to accept released inmates into the community without any prejudice which would adversely affect the MPD’s rehabilitation program.

In an era of development and modernisation, the MPD realises that it should not to be content with its past achievements, but should instead move forward and innovate in order to assist the prison administration in dealing with modern culture through criminology, penology and overall social control.

**(c) Historical Malacca**

Malacca (Malay: Melaka) is the capital of the state of Malacca, on the west coast of peninsular Malaysia, next to the Straits of Malacca. The history of Malacca began around 1400 when a prince from Sumatra, Parameswara, fled his country out of fear from the attacking Majapahit Empire⁴ and landed on the shores of Malacca. Whilst he was resting under a tree (known as a Malacca tree), he

⁴ The Majapahit Empire, the last Indianised kingdom in Indonesia, was based in eastern Java. It existed between the 13th and 16th centuries. See https://www.britannica.com/place/Majapahit-empire.
saw his hunting dogs being kicked into a river by a tiny mouse deer. Amused by this, he named the site *Malaka*. He turned the city into a favoured port for waiting out the monsoon season and resupplying ships travelling in the Straits of Malacca.

In 1414, Parameswara converted to Islam, and became the Sultan of Malacca. After its adoption of Islam, the town started to attract traders from across Asia such as India, Arabia and China. In 1511, Malacca was attacked by the Portuguese. It continued to prosper under Portuguese rule until the Dutch captured the port in 1641. In 1795, the British ruled the area until 1957, when Malaysia gained its independence and Malacca continued as a semi-autonomous province.

Malacca is a city rich in history, traditions and culture. It is a centre of the Peranakan culture. When Chinese settlers originally came to Malacca as miners, traders and coolies, they took local brides and adopted many local customs. The result of this is an interesting fusion of local and Chinese cultures. The men are addressed as *Baba* and the women as *Nyonya*. In addition, a small group of Eurasians of Portuguese descent continue to speak their unique creole, known as *Cristão* or *Kristang*.

Malacca was listed as a UNESCO World Heritage site in July 2008. The influences of Asia and Europe have endowed the city with a specific multicultural heritage that constitute a unique architectural and cultural townscape without parallel anywhere in East and Southeast Asia.
The economy of Malacca City is largely based on tourism, and it has hosted several international conferences and trade fairs. The city is located along the Maritime Silk Road, proposed by China in 2013. Among the tourist attractions in Malacca City are A’Famosa Fort, Malacca Sultanate Palace Museum, Stadhuys, Baba Nyonya Heritage Museum, Jonker Walk, Little India, Portuguese Settlement, Maritime Museum, Christ Church, and Taming Sari Tower.\(^5\)

(d) Conference Theme and Logo

The conference theme ‘Transforming Corrections’ signifies the robust and fast changing role of prison services, and prison reforms in criminal justice systems in the Asian-Pacific region. These changes have resulted in systematic approaches to correctional services, and the rehabilitation and reintegration of inmates. In addition, there is now more emphasis on community-based corrections with greater community involvement.

The conference logo symbolises “Malaysia’s journey towards a developed nation with world-class amenities and infrastructure without neglecting our roots and rich culture. The combination of the stripes and shards of colours reflects the flags from all member countries to create APCCA 2018 identity.”

(e) New APCCA member – Nauru

On Monday 3\(^\text{rd}\) September 2018, a momentous event occurred during Business Session One when Nauru became an APCCA member. Nauru was represented by Mr Langitupu Taleka, Superintendent of Nauru Correctional Service.

The formal membership process occurred when Mr Taleka signed the APCCA Membership Registration form on the stage, which was witnessed by all present at the Conference. He was warmly welcomed to the APCCA family.

(f) 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.

The prisons in Malaysia abide by a Client Charter:

“\(^{5}\) We pledge to provide a place for confinement that is safe and to treat prisoners humanely in accordance with the provisions of the law. We also pledge:

- To ensure that the prisoners follow an appropriate rehabilitation programme;
- To guarantee that all complaints/appeals by the prisoners will be given due consideration;
- To provide a complete and easy to understand guide for family meetings with prisoners;
- To provide safe and comfortable waiting and visiting areas.”

\(^5\) https://en.wikipedia.org/wiki/Malacca_City
On Thursday 6th September 2018, delegates visited Dusun Dato’ Murad Pre-Release Prison in Ayer Keroh which is about 12 kilometres from the city centre. The 38.85-acre Dusun Dato’ Murad Pre-release Prison includes a plantation, residential building, recreational area and administrative office.

The pre-release prison began its operations in early 2003 at a time when the prison institutions were seriously overcrowded. The institution began implementing a new control system for prisoners with remaining sentences of two years and under, chosen from four nearby institutions, namely the Johor Bahru Prison, Simpang Renggam Prison, Kajang Prison and Sungai Buloh Prison. The institution continues to conduct agricultural activities as the main rehabilitation process. In addition, some of the inmates have been identified as eligible to work in joint-ventures with nearby factories.

The warmth and generous hospitality provided by the Ministry of Home Affairs of Malaysia, the Malaysian Prison Department, the Melaka State Government, 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 2018, 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 (four 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, 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 September 2018, the APCCA members are Australia (all States and Territories), Bangladesh (joined in 2017), Brunei Darussalam, Cambodia, Canada, China, Hong Kong (China), Macao (China), Fiji, India, Indonesia, Japan, Kiribati, Republic of Korea, Malaysia, Mongolia, Nauru (joined in 2018), New Zealand, Papua New Guinea, Philippines, Singapore, Solomon Islands, Sri Lanka, Thailand, Tonga, Vanuatu (joined in 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 Morgan (who has been serving APCCA since 1997) and Mrs Irene Morgan (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.8

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).

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6 Neil recently retired as Inspector of Custodial Services for Western Australia (www.oics.wa.gov.au). He is an Adjunct Professor of Law at the University of Western Australia and a Visiting Research Professor at the National University of Singapore. He 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 has received two Australian national teaching awards, one for teaching criminal law, and one for contributions to Aboriginal legal education.

7 Irene is a Prison and Legal Policy Consultant. She 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 UWA. She has received an Excellence in Teaching Award from UWA.


(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. Its crystal blue colour symbolises not only peace and humanism but also strictness and transparency of law enforcement that the correctional administration pursues.

• 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 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. 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 conference week.

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.

All delegations at the 2018 conference made presentations to the whole conference on Agenda Item 1 on Monday 3rd September. PowerPoint presentations and discussions on Agenda Items 2 and 3 were

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held in concurrent sessions on Tuesday 4th September. Agenda Items 4 and 5 were held concurrently on Wednesday 5th September.

5. Specialist Presentations at APCCA 2018

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 on Tuesday 4th September, afternoon. In addition, on Wednesday afternoon, there were presentations by officers from the Malaysian Prison Department on ‘Transforming Corrections: Malaysia’s Experience’, ‘Life Long Learning’ and ‘Parole: A Big Quantum Leap’.

(a) Specialist Presentation by UNAFEI

On Tuesday, Professor Takuya Furuhashi and Mr Masaru Ota delivered a joint presentation regarding UNAFEI’s role; recent and upcoming training courses; and the United Nations Congress in 2020.

UNAFEI’s role and mission:

- Established in 1962, the aim of UNAFEI is to promote the sound development of criminal justice systems and mutual cooperation mainly in the Asia and Pacific region.\textsuperscript{10}
- Its mission is to establish global networks and to conduct practical training courses in crime prevention and criminal justice with a focus on United Nations Standards and Norms. For example, UNAFEI has conducted a training course for correctional officers in Myanmar, and a training program on the development of effective community-based treatment programs for offenders.

Recent and upcoming training courses at UNAFEI (international and multilateral/bilateral):

- The courses are conducted in a practical, integrated and comparative approach with a focus on United Nations Standards and Norms. The courses are offered in conjunction with the Japan International Cooperation Agency (‘JICA’).\textsuperscript{11}
- The training courses are conducted through individual presentations, specialist lectures; group work; and official visits to correctional institutions in Japan.
- Correctional officers who attend the courses obtain a broader vision on corrections; understand the importance of human rights in corrections; and on the implementation of appropriate treatment and management of inmates.
- The theme of the 169th training course (May-June 2018) was ‘Investigation practices in illicit drug trafficking cases’. The participants visited the Hiroshima Coast Guard, Kobe Customs and Kyoto Public Prosecutors Office. In summary, the key findings were:
  - Technology-related problems have hampered investigation agencies to fully investigate the ‘dark net’.
  - Drug cultivation is a way to make money to survive. This should be taken into consideration when considering preventive strategies.
  - Fentanyl is a dangerous drug as it can cause a serious negative effect on the body.

\textsuperscript{10} UNAFEI has 55 staff. Its senior staff consist of a Director, Deputy Director and Professors (with experience in prosecution, court, corrections, probation and police).

\textsuperscript{11} For more information about JICA, please see https://www.jica.go.jp/english/.
Effective border control is the key to prevent the spread of illicit drugs. It is difficult to combat drug problems, but international collaboration can help to alleviate it.

- The 170th training course (August-September 2018) was on the ‘Treatment of Illicit Drug Users’. The lectures were delivered by specialists in the treatment of drug users. Evidence-based correctional treatment was one of the key elements of the course. In addition, the use of drugs as a health problem and as a crime, will be considered as combined approaches.

- The 171st seminar (January 2019) will focus on ‘Crimes motivated by Intolerance or Discrimination’.

- The theme of the 174th training course will be on ‘Tackling Violence against Women and Children through Offender Treatment: Prevention of Re-offending’ and will include topics about sex offenders, stalkers and child abusers. The aim is to seek a balanced approach between risk management and offenders’ desistance.

The 14th United Nations Congress on Crime Prevention and Criminal Justice will be hosted in Kyoto, Japan in April 2020. The theme is ‘Advancing Crime Prevention, Criminal Justice and the Rule of Law: Towards the Achievement of the 2030 Agenda’. UNAFEI is involved in preparing one of the workshops on ‘Reducing Reoffending: Identifying Risks and Developing Solutions’ as it has conducted courses and training in this area.

In conclusion, UNAFEI has a strong track record of providing and developing courses in international criminal justice. Mutual understanding is the key to promoting effective cooperation and good practices. The upcoming 14th UN Congress will provide an opportunity to motivate the development of improved offender treatment practices.

As aptly concluded by Professor Furuhashi, a good supporter has the following traits:

- The mediocre teacher tells
- The good teacher explains
- The superior teacher demonstrates
- The great teacher inspires

(William Arthur Ward)

(b) Specialist Presentation by ICRC

Since 1870, guided by its fundamental principles of humanity, neutrality and independence, the ICRC has acted to improve the conditions of detention and treatment of people deprived of their liberty. At APCCA 2017 in Fiji, two representatives from the ICRC delivered a comprehensive but succinct overview of the role of ICRC. A summary is provided in the APCCA Report 2017.

During APCCA 2018, Mr Terry Hackett provided an overview of ICRC’s role in detention facilities, key challenges in the Asian-Pacific region, and projects in the region. The key regional challenges are overcrowding; regulatory framework; prison infrastructure; prison staffing and staff training; and conditions of confinement.

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12 Please see http://www.moj.go.jp/ENGLISH/m_hisho10_00002.html for information on the 2020 UN Congress.
14 Prison Systems Advisor, Asia & Pacific Region, ICRC.
15 In 2017, the ICRC globally made 4,411 visits to 1,437 places of detention holding 940.326 detainees. The ICRC identifies detainee needs, issues and challenges through observation of confinement conditions, private detainee interviews, confidential dialogue with detaining authorities and applying multidisciplinary approaches (e.g. engineers, health professionals, prison systems advisors etc).
Current and/or ongoing projects in the region include the following:

- Judicial guarantees have been established in Cambodia (training of court clerks); the Philippines (Electronic Paralegal Learning Module); and Sri Lanka (a taskforce on overcrowding).
- Health in detention in Cambodia (strengthening existing projects); Papua New Guinea (monitoring access to prison healthcare); and in the Philippines (pilot project in Tuberculosis).
- Improving confinement conditions in Cambodia (kitchen renovations); Myanmar (construction of new family visiting area); and in the Philippines (jail planning and design workshops).
- Other support projects: Bangladesh (prison management training); Cambodia (increasing access to education and vocational training); Malaysia (professional development for staff); and Myanmar (supporting legislation and policy reform).

In addition, regional capacity building continues to occur in the region. In March 2018, the 7th Asia Conference for Correctional Facilities Architects and Planners was held in Sri Lanka. In November 2018, the ICRC Asian Pacific Conference on Prison Health was held in Cambodia. In April 2018, the ICRC produced a book entitled “Towards Humane Prisons – A principled and participatory approach to prison planning and design”.

(c) Specialist Presentation by Malaysian Prison Department

Reflecting the conference theme of ‘Transforming Corrections’, the Malaysian Prison Department (‘MPD’) dedicated one of the conference sessions to some of its initiatives to improve the rehabilitation and reintegration of offenders.

The session had four main elements:

- An overview by MPD of its strategic focus;
- A discussion of the parole system;
- A presentation by an employer who trains and employs ex-prisoners; and
- Accounts by three prisoners of their experiences.

In the past 20 years, MPD has shifted its focus. The goal used to be security and safety. Those remain important requirements. However, they are now seen as means to an end, rather than an end in themselves. In other words, they provide the preconditions for rehabilitation and reintegration.

The parole system has been an important element in developing the Malaysian system. It was modelled on some of the Australia systems, but made Malaysia-specific. The presentation by Parole Board members showed that it exercises great care in deciding whether to release a person and the conditions that will be imposed in the parole order. As a result, the parole system has shown positive results and is well-accepted by the community. Recidivism rates on parole are very low and are less than for people released without parole.

Parole also gives hope to offenders and opportunities to structure a prisoner’s reintegration. Delegates heard from an employer who has entered an arrangement with MPD to provide training and employment to prisoners on release. It is an initiative that has brought benefits to offenders and to the employer. He said that he has found ex-offenders to be reliable, hard-working and motivated.

Delegates were particularly encouraged to hear the experience of some of the offenders. One young man was serving a long sentence because he had been caught up in violent gang activities when he was young. He had not completed his schooling before going to prison. However, he had benefited from the programs offered by MPD, had completed tertiary level qualifications, and was undertaking further study. Another offender described the hurdles that he had faced on release. He said that the
structure and support provided by being on parole, and having employment, had made sure that he
did not revert to bad habits and reoffend.

6. Conference Reports, 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
APCCA 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 APCCA Secretariat (Singapore branch). Member
countries are invited to submit articles on selected topics, for publication on the website.

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). 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 AND WELCOME DINNER

OPENING CEREMONY

On Monday 3rd September 2018, the Opening Ceremony was conducted in the Ballroom of Hatten Hotel, Melaka. The ceremony commenced with a procession to the stage by:

- The Honourable Tuan Haji Adly bin Zahari, Chief Minister of Melaka
- The Honourable Dato’ Mohd Azis bin Jamman, Deputy Minister of Home Affairs
- The Honourable Omar bin Jaafar, Speaker of the Melaka State Assembly
- The Honourable G Saminathan, Melaka State Executive of Conduct, Human Resources, Non-government Organisations and State Consumer Affairs
- The Honourable Datuk Wira Roslan bin Ibrahim, Secretary of the State Government of Melaka
- The Honourable Dato’ Seri Alwi bin Ibrahim, Secretary General, Ministry of Home Affairs
- Commissioner General Dato’ Sri Haji Zulkifli bin Omar, Director General of Malaysian Prison Department
- Mrs Irene Morgan, APCCA Rapporteur
- Professor Neil Morgan, APCCA Rapporteur

All delegates stood to attention whilst the National Anthem was played followed by the Melaka State Anthem and the APCCA Song “Togetherness in Unity”. This was followed by a Doa (Prayer) Recital, video presentation by the Malaysian Prison Department, and official speeches. The APCCA Symbols were then ceremoniously brought into the Ballroom by the Guards of Honour.

Opening Doa (Prayer) Recital

In the name of Allah, the most Gracious and the Most Merciful. In this eventful opening ceremony, we would like to seek your kindness to bless all Leaders and Delegation of the 38th Asian and Pacific Conference of Correctional Administrators may they be blessed with Allah’s Mercy and Grace.

Ya Allah, may this event be a fruitful one so that we all are able to fulfill our obligation with dedication and overcome all kinds of obstacles to ensure we do not lose our self-dignity. May all our efforts be accepted by Allah the Almighty.

Ya Allah, verily, we ask You for the best supplication and the best success, the best deeds, and the best reward. Let our effort succeed well and reward us success in our life, make us fulfill our hope, answer our prayers, listen to our request, may all of us obtain the good of this world and the hereafter. Grant us much more than our expectations.
Bismillahirrahmanirrahim.
Assalamualaikum Warahmatullahi Wabarakatuh and a very good morning to everyone.

Yang Berhormat Dato’ Mohd. Azis bin Jamman, Deputy Minister of Home Affairs, Malaysia
Yang Amat Berhormat Tuan Adly bin Zahari, Chief Minister of Melaka
Yang Berbahagia Dato’ Seri Alwi bin Haji Ibrahim, Secretary General, Ministry of Home Affairs, Malaysia
APCCA Rapporteurs Professor Neil Morgan and Mrs Irene Morgan

Distinguished guest, ladies and gentlemen.

Alhamdulillah, praise to Allah the Almighty, the Most Beneficent, for His grace and blessings, we are able to congregate here in Melaka, Malaysia for the 38th Asian and Pacific Conference of Correctional Administrators (APCCA).

Let me start by extending my special thanks to the Honourable YB Dato’ Mohd. Azis bin Jamman, Deputy Minister of Home Affairs, Malaysia for your presence at this prestigious conference and to officiate the opening ceremony of the conference.

My heartiest gratitude and appreciation also to the Honourable Yang Amat Berhormat Tuan Adly bin Zahari, Chief Minister of Melaka, for attending and supporting this conference. Indeed, the state Government of Melaka has been kind and cooperative and generous to us throughout the preparation of this conference as well as during the conference. Thank you very much, Yang Amat Berhormat.

Allow me to also bid our friends from abroad, a warm welcome or “Selamat Datang” to Melaka, Malaysia. We are indeed proud to organise APCCA 2018 and honoured that all of you are here with us this morning. I am very happy to note that this conference is attended by 200 participants comprising correctional administrators from Asian Pacific countries, our strategic partners in correctional work as well as officers from various ministries. Once again, thank you for being here.

This conference provides an excellent platform for speakers and participants to exchange ideas and the latest initiatives in correctional work from different perspectives. As for us, Prison Department of Malaysia, being the host, we aim to showcase the many initiatives that we have achieved under our prison transformation program as well as providing delegates with an insight of our prison and correctional system. It is my utmost hope that we will collectively 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.

Yang Berhormat Dato’, distinguished guests, ladies and gentlemen.

Throughout this conference, various papers from distinguished delegates and guest speakers will be discussed. I am confident that the presentation will provide the impetus for active discourse and knowledge exchanges.
I would like to conclude by once again thanking the honourable Deputy Minister of Home Affairs for gracing the event, to the State Government of Melaka, in particular Yang Amat Berhormat Chief Minister and to the Ministry of Home Affairs especially Yang Berbahagia Dato’ Seri Alwi bin Haji Ibrahim, Secretary General, for the tremendous support and being the driving force behind the success of this conference.

Thank you.

Speech by the Honourable Tuan Adly bin Zahari, Chief Minister of Melaka

Bismillahirahmanirahim.
Assalamualaikum Warahmatullahi Wabarakatuh and good morning.

Yang Berhormat Dato’ Mohd. Azis bin Jamman, Deputy Minister of Home Affairs, Malaysia
Yang Berbahagia Dato’ Seri Alwi bin Haji Ibrahim, Secretary General, Ministry of Home Affairs, Malaysia
Yang Berbahagia Dato’ Sri Haji Zulkifli bin Omar, Director General of Prison, Malaysia
APCCA Rapporteurs Professor Neil Morgan and Mrs Irene Morgan
Distinguished Guest, Delegates, Ladies and Gentlemen

I would like to express my sincere gratitude and appreciation to the Prison Department of Malaysia for choosing Melaka as the venue of the 2018 APCCA Conference. A special thank you to Yang Berhormat Dato’ Mohd. Azis bin Jamman on behalf of Minister of Home Affairs for your presence to officiate this prestigious conference.

Let me, at the outset, on behalf of the people of Melaka extend a very warm welcome to all of you, to Melaka, the unassuming state, a UNESCO declared world Heritage Site. Everyone’s presence today underscores the value you attach to our state and to the people of Melaka.

Distinguished Delegates, Ladies and Gentlemen

I again welcome the delegates who have joined us from far corners of the globe. I hope that the deliberations in the next five days generate new ideas to address issues of concern to you and help enhance the quality of your correctional work. As for the state government, the door of my office is always open to you all. I welcome your new ideas and suggestion on how we can work closely together.

Having APCCA 2018 for the first time in Melaka will enable delegates to visit the tourist sights, expose to the local products, and enjoy the warm hospitality which Melaka is famous for. I am very sure that you will enjoy our unique hospitality, rich of culture, tradition, and not to forget the enticing and sumptuous local delicacies.

With the slogan “Excellent Melaka, Smart, Green and Clean”, the state is poised to achieve a balance and smart state. I am certain that Melaka is the perfect destination for your return visit to Malaysia. I urge all delegates to take time off to visit various interesting and historical site in Melaka. It is my utmost hope that you will have an enjoyable and memorable stay in Melaka.
Let me end by thanking the organizer again for this great opportunity to speak to you all. I wish you all, a most pleasant and stimulating conference.

Thank you.

Speech by the Honourable Dato’ Mohd. Azis bin Jamman, Deputy Minister of Home Affairs, Malaysia

Bismillah Hirrahman Nizrahim
Assalamualaikum Warahmmatullahhiwabarakatuh and a very good morning.

Yang Amat Berhormat Tuan Adly bin Zahari, Chief Minister of Melaka
Dato’ Seri Alwi bin Haji Ibrahim, Secretary General, Ministry of Home Affairs Malaysia
Dato’ Sri Haji Zulkifli bin Omar, Director General, Malaysian Prisons Department
APCCA Rapporteurs Professor Neil Morgan and Mrs Irene Morgan
Distinguished guests, ladies and gentlemen

Let us all be grateful that with the grace of Allah the Almighty, we are able to gather here this morning for the opening ceremony of 38th Asian and Pacific Conference of Correctional Administrators (APCCA) here in the tourism and historical city of Melaka, Malaysia.

On behalf of the Malaysian Government and the people of Malaysia, I wish you all a warm "Selamat Datang", and may I extend our appreciation for your coming from all over the world to attend this conference. The Malaysian Government recognises APCCA as a premier forum for the best prison and correctional meet in the Asian and Pacific region. Hence, it is always a privilege for Malaysian Government to support this conference.

We can be proud at how APCCA has come. From its humble beginnings in 1980, APCCA has evolved into a premier meet for prison and correctional gathering of correctional administrators. This could never have been achieved without the support of the various stakeholders over the years. It is hence necessary and appropriate that we continue to strengthen this cooperation. I was told that for this 2018 conference, a total of 27 countries participated in the conference with over 200 participants. This reflects a strong commitment from Asian Pacific countries as well as a big recognition for correctional officers who have been working hard towards a noble cause that is working to rehabilitate and provide a second chance for the vulnerable group, that is, the offenders. I also like to congratulate the Malaysian Prisons Department for hosting this prestigious conference.

Criminal justice systems around the world have undergone a series of prison reforms, from improving the living conditions of inmates and building more prisons to cope with overcrowding, to developing programmes and treatments to help inmates change their criminal behaviour through evidence-based interventions, and preparing them for their eventual return to the community. Clearly, locking inmates up and throwing away the keys will not achieve the primary function of prisons, which is to ensure public safety by reducing crime through the prevention of re-offending.

I fully understand that bridging the transition from prisons to the community continues to remain a challenge. Research has shown that ex-offenders are most likely to re-offend during the period immediately following release. Supervision in the community during
this period has shown to lead to higher “survival rates” among ex-offenders. Clearly, supervision and support in the community after release is essential to successful rehabilitation. The task of a correctional agency would be to better prepare offenders for release and provide them with greater support when they are in the community. Hence, correctional agencies cannot, and should not, work in isolation. Engaging offenders earlier prior to release and linking them up with aftercare organisations provide offenders with firmer scaffolding to ease their transition into the community. I therefore hope that this issue would be discussed and deliberated in this conference for a better solution.

Distinguished delegates, ladies and gentlemen,

Coming back to Malaysia hosting this year’s conference, without doubt, it is a record breaking success with the participation of 27 countries. The public will also have a feel of this conference with the simultaneous staging of prison exhibition and sale of prison product to the public which is held in Dataran Pahlawan, Melaka, throughout the conference week.

In the midst of your active intellectual discourse at this conference, I must urge all of you to also take in the sights, sounds and food that Melaka has to offer during your stay here. Please enjoy the diversity and colours that this beautiful country has to offer.

Distinguished delegates, ladies and gentlemen,

APCCA 2018 will undoubtedly be an exciting affair. But it will also mean a lot of hard work and so I hope everyone will put their best foot forward to make it a success. It is my hope that the Prisons Department working closely with the Ministry of Home Affairs will take this prestigious conference to greater heights. I wish everyone the best in this noble endeavour. It is my great pleasure therefore to officiate and declare APCCA 2018 open.

Thank you.

The Honourable Tuan Adly bin Zahari declared the conference open by sounding the gong on the stage. As has been the practice, the official group photograph was taken of all present.

WELCOME DINNER

In the evening, a Welcome Dinner was held at the Grand Ballroom, Equatorial Hotel, Melaka. Delegates wore their respective national costumes or business attire.

Speech by the Honourable Dato’ Seri Alwi bin Haji Ibrahim,
Secretary General Ministry of Home Affairs, Malaysia

Bismillahirahmanirahim.
Assalamualaikum Warrahmatullahi Wabarakatuh.

His Excellency Tuan Yang Terutama Tun Datuk Seri Utama Dr. Mohd Khalil bin Yaakob, Governor of Melaka
Honourable Adly bin Zahari, Chief Minister of Melaka
Honourable Omar bin Jaafar, Speaker of State Legislative Assembly
Honourable Datuk Wira Roslan bin Ibrahim, Melaka State Secretary
Honorable State Executive Councillor Members
Yang Berbahagia Dato’ Sri Haji Zulkifli bin Omar, Director General of Malaysian Prisons Department
Yang Berbahagia Mr Abdul Aziz bin Mohamad, Director of Melaka Prisons Department
Head of Departments
Distinguished Guests, Ladies and Gentlemen.

Let us all be grateful that with the grace of Allah the Almighty, the most gracious and the most merciful, we are able to gather here this evening for the Welcoming Dinner of 38th Asian and Pacific Conference of Correctional Administrators (APCCA) here in Equatorial Hotel Melaka.

On behalf of the Ministry of Home Affairs Malaysia, I wish to express my heartfelt appreciation to His Excellency Tuan Yang Terutama Tun for gracing tonight’s dinner. A big thank you and gratitude to the state government of Melaka in particular, the Honorable Chief Minister for hosting this wonderful dinner.

I take this opportunity to bid a warm welcome to Head of Delegations, APCCA Secretariat and all conference participants. It is hoped that throughout the conference we will be able to share knowledge, experiences, discuss new system, initiatives and exchange views on correctional management for our mutual benefit. Indeed, this is the time to build relationship and take the opportunity to seek new ideas to further enhance our knowledge in correctional management.

For everyone’s information, APCCA 2018 is attended by 200 delegates from 28 member countries including representatives from International Committee of the Red Cross (ICRC) and United Nations Asia and Far East Institute (UNAFEI). The Prison Department of Malaysia (PRIDE) is honoured to host this year’s conference in the historical city of Melaka.

I believe the delegates have experienced the warm hospitality rendered by the people of Melaka. May I also encourage all delegates to indulge yourself with the rich and unique culture of the state during your stay here.

His Excellency Tuan Yang Terutama Tun,
Honorable Chief Minister,
Distinguished Guest, Ladies and Gentlemen,

Before I end, once again on behalf of the Ministry of Home Affairs, I would like to extend my deepest appreciation to His Excellency Tun and Honorable Chief Minister for your unwavering support to the Ministry. May this support and collaboration continue to further enhance our service to the people.

Thank you.

Delegates enjoyed the unique cuisine of Melaka. During dinner, the delegates were entertained by several performances which displayed Malaysia’s multi-culture in singing and dancing. Overall, it was an enjoyable, unforgettable, fascinating and colourful introduction to the conference week.
AGENDA ITEM 1:
Challenges and Initiatives in Corrections

1. INTRODUCTION

This agenda item plays a key role in APCCA proceedings and history:
• All countries, large or small, have equal standing to share information and experience.
• It gives opportunities for cross-jurisdictional learning on areas of common importance.
• It promotes understanding of how corrections is evolving, and ensures continuity in the APCCA knowledge base.

The Asian and Pacific region has extraordinary cultural, economic, religious, and socio-political diversity. However, the papers and presentations on this Agenda Item showed that correctional administrators share many common values and challenges. Above all, there is shared agreement on the importance of treating offenders with decency, and of working towards their rehabilitation, as well as ensuring safety and security.

This report cannot cover every issue raised in the papers and presentations, as they run to hundreds of pages. The aim is to outline the main issues identified by each country, and to reflect on the conference theme ‘Transforming Corrections’. Where appropriate, the following discussion also contains information from presentations to other recent conferences.

2. ISSUES AND POLICY INITIATIVES

Malaysia, the host, gave the first presentation. Presentations then continued in alphabetical order.

MALAYSIA

The Malaysian Prison Department (‘MPD’), which is part of the Ministry of Home Affairs, is responsible for corrections in Malaysia. MPD’s 2016-2020 Strategic Plan has four key components: safe and secure custody; effective rehabilitation; community involvement; and human capital development.

A general election in May 2018 led to a change of government. The new government has been reviewing a number of laws that impact on MPD. Priorities for reform include:
• Reducing the use of the death penalty; and
• Repealing or narrowing the scope of preventive detention laws under the Security Offences (Special Measures) Act 2012 (‘SOSMA’), the Prevention of Terrorism Act 2015 (‘POTA’), and the Prevention of Crime Act 1959 (‘POCA’).

MPD operates six types of facility:
• 37 prisons;
• Four juvenile centres (Henry Gurney Schools).
• Four rehabilitation centres.
• Six community rehabilitation centres.
• Five ‘Special Rehabilitation Centres’ under POCA.

16 In March 2019, the Malaysian government announced that the death penalty will not be abolished. However, it will no longer be a mandatory penalty. Instead, the courts will have the discretion to impose a lesser penalty.
Three ‘Special Detention Centres’ under POTA.

The biggest challenge facing MDP is overcrowding in its 37 prisons. All of the other facilities are under-capacity. Prisoner numbers have increased by 50% in the last five years despite low official recidivism rates. In mid-2018, Malaysia’s prisons had a capacity of 45,712 but held over 54,000 people. The rise in prisoner numbers is largely due to drug related offences. In 2015, around half of prison receptions involved drug-related offences. The figure has increased to almost 60%.

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

Around 12,000 prisoners (21% of prisoners) are foreign nationals, primarily from Indonesia. Most are held for immigration offences. In 2016, Malaysia enacted legislation to permit the international transfer of sentenced prisoners. It is hoped that this will lead to transfer arrangements with a number of countries.

In 2008, the Prisons Act was amended to allow the implementation of a parole system (drawing on Australian experience). Success rates are reported to be very good. MPD aims to provide a seamless system of care in prisons followed by parole and/or aftercare in the community. It wants to build on the success of parole and to increase the use of community based sentences and programs.

The Malaysian presentation discussed two main challenges: prison overcrowding and reducing recidivism.

Overcrowding affects 62% of Malaysia’s prisons. This generates pressure in four areas: the quality of treatment, the provision of basic needs, the risk of incidents, and the rehabilitation of offenders. MPD initiatives to address these issues include:

- Improved offender profiling and risks and needs assessments.
- Self-sufficiency projects such as food production in prisons.
- Better intelligence gathering and analysis.
- More inter-agency collaboration.
- Extension of parole and community based sentences.

Official recidivism rates in Malaysia are relatively low but recidivism remains a key focus. In Malaysia there is also strong evidence that people who are released on parole are less likely to reoffend than people released without supervision. MPD initiatives to tackle recidivism include:

- Improved risks and needs assessments.
- Upskilling prisoners for employment.
- Partnerships with employers through the Corporate Smart Internship initiative (‘CSI’). The number of prisoners obtaining such employment has already exceeded the MPD targets.
- Enhanced drug treatment modules.
- Access to higher education.
- Greater use of community corrections.

MALDIVES

The Maldives Corrections Service (‘MCS’) is responsible for the country’s prisons and for transporting prisoners between different facilities and islands.

MCS was formed in late 2013, taking over from the Department of Penitentiary and Rehabilitation Services (‘DPRS’). DPRS had a very poor reputation. It lacked professionalism and its staff were poorly
trained and lowly paid. As a result, they were ‘often the victims of coercion by prisoners and their criminal partners in the community.’

One of the challenges facing MCS is therefore to build a stronger and more professional organisation. Other challenges include a rising prison population, poor prison infrastructure, limited rehabilitation options, and the logistical challenge of transporting prisoners over long distances across water.

In the last four years, the Maldives prison population has doubled, but the number of officers has not increased. Despite these pressures, MCS has established a prison academy and has trained an Emergency Support Group (‘ESG’) to respond to serious incidents. These initiatives developed out of collaborations with Western Australia.

The main Maldives prison is Maafushi. It was originally a garment factory, and was converted to a prison overnight in 1998. In recent years, a number of specially designed prison units have been added to the prison, and a 20 foot perimeter wall has been built. However, it is not a purpose-built facility and has significant limitations. Prison security at Maafushi has been poor, with drugs and other contraband, including mobile phones, being ‘quite common’. Staff training and professionalism are key elements to improving this. MCS is also introducing mobile phone jammers.

MCS is keen to expand the opportunities for rehabilitation. However, Maafushi Prison does not yet have the infrastructure to support many programs. Opportunities are also limited by high prisoner numbers and low staff numbers.

Under the *Prison and Parole Act of 2013*, MCS is responsible for prisoner transfers. This is a difficult logistical and security exercise. Maafushi itself is on an island some distance from the capital, Male. In total, Maldives has around 1200 islands, 200 of which are inhabited. The islands are small and spread over 700 square km. Travel between the islands is by boat and the sea can be very rough. Providing prisoner transport in such conditions ‘without increasing the number of officers and while looking after twice as many prisoners as before is a huge challenge.’

**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.

The purpose of criminal liability in Mongolia is not just to punish the offender. The General Executive Agency of Court Decision also aims to provide ‘restitution of violated rights, to compensate for damages, to prevent crime, and to socialize offenders.’

Twenty years ago, when Mongolia first attended APCCA, the rules governing prisons were poorly drafted and poorly implemented. Prison conditions were poor, tuberculosis was rampant, and management was of a low standard. Their presentations to recent conferences have shown many positive developments.

Mongolia’s correctional objectives include respect for human rights, 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 adopted a new ‘Standard’ for prison construction. The 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.

Mongolia ratified the *Optional Protocol to the United Nations Convention against Torture and Other Forms of Cruel, Inhuman and Degrading Treatment* (‘OPCAT’) in 2015. 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 staff training.

In recent years, Mongolia has also joined the second optional protocol to the International Covenant on Civil and Political Rights. 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. One of the most valuable recent changes was the introduction of a stronger system for classifying and separating prisoners. This reduced the number of conflicts between inmates by 50%.

A new Law of Executive Court Decision came into effect on 1 July 2017. Prior to this time, prisoners were classified as maximum, medium or minimum security. However, they were all being 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.

Unemployment and lack of education have been identified as key risk factors for offending. The General Executive Agency of Court Decision is therefore investing resources in education, training and prisoner employment. As many prisoners have low literacy skills, basic reading and writing courses are provided. Employment-related training opportunities include electrical, plumbing, stylist, carpenter, welding and construction work.

Linkages with local employers have seen a large number of prisoners gain meaningful employment even while in prison. As a result, they are able to pay compensation and restitution during their time in prison and after release.

**MYANMAR**

In the Republic of the Union of Myanmar, prison administration is the responsibility of the Prisons Department of the Ministry of Home Affairs. The Prisons Department’s stated aim is to be ‘kind but firm’ in its treatment of offenders.

Most of the legislation and manuals that govern prisons in Myanmar are around 100 years old. They reflect the colonial era and are based on Indian legislation from the same time. A program to review and modernise the law has been underway since 2015.

Overcrowding and low staff numbers have been longstanding issues in Myanmar’s prisons. They are currently at 130% of capacity. Associated problems include poor staff morale and training, contraband, limited rehabilitation services, and inadequate health services.

Over 50% of prisoners have committed drug-related crimes. The government is pursuing a number of initiatives to improve its responses to drug abuse and to reduce the number of drug offenders in prison. In February 2018, *Parliament enacted a law to amend the Narcotic Drugs and Psychotropic Substances Act 1993*. The new laws promote a more therapeutic approach to drug issues, with less
reliance on the criminal law. On 17 April 2018, in line with this strategy, the President of Myanmar granted unconditional release to almost 8,500 drug offenders with less than three years left to serve.

Other initiatives in Myanmar include:
- Investment in education for prisoners (there has been a five-fold increase in the number of enrolled students since 2015).
- Increased vocational training.
- Partnerships with local and international organisations, including ICRC, UNODC and UNAFEI.
- A sharper focus on the special needs of female prisoners.
- A substantial prison building program.

**NAURU**

The Nauru Corrections Department is responsible for the operation of the nation’s correctional services. It is a relatively new Department. Prior to 2009, it was called the Prison Department.

The legislation and regulations governing corrections are old. The Corrections Department is currently working with the Justice Department to develop new laws.

Nauru has only one prison. It is around 150 years old and no longer fit for purpose. A new prison was constructed with foreign aid some years ago. However, although it was completed, it has never opened. Renovations are being planned to the current prison.

Nauru’s prison population is relatively stable. On average, there are between 20 to 40 inmates. The majority are sentenced. There are rarely any women in prison.

Other challenges in Nauru include:
- Political pressure sometimes impacts on organisational business (for example, pressure from MP’s caused some prisoners to be removed from reintegration programs).
- Nauru does not have good services for people with mental illness and the Health Department does not provide much support to the prison. Prison staff must therefore deal with prisoners with mental health problems, even though they lack qualifications and experience.

Nauru has ratified the *Optional Protocol to the Convention against Torture* and is likely to receive visits from the UN Sub-committee for the Prevention of Torture in the coming years.

**NEW ZEALAND**

The Department of Corrections is responsible for prisons and community corrections in New Zealand. A change of government in October 2017 saw some significant changes in justice policies and priorities, including a commitment to reduce the prison population by 30% over the next 15 years.

These changed policy settings are having a significant impact on the Department’s directions and planning. Plans for a large new prison have been scaled back and resources have been re-focused on adding units to treat mental health issues. The government’s ‘Safe and Effective Justice’ reform program is also driving a bigger focus on community corrections and improved support for victims.

These changes come against the background of a rising prison population. It had been increasing over the last thirty years but rose very rapidly - by over 20% - from 2015 to 2018. Fortunately, numbers declined slightly in mid-2018. However, the prison system was still 15% above its ‘safe capacity’.
As in many other countries in the region, remand numbers have been rising particularly fast, and women are a growing proportion of the population (currently 7.1%). The number of women increased by 40% in the last two years. Maori and Pacific Island people remain heavily over-represented. The make-up of the prison population has also changed. Three quarters of the population are now in prison for violence, sexual offences or serious drug crimes. Ten years ago, the figure was 65%. More offenders are also now identified as having serious mental health problems.

The government and the Department are pursuing several initiatives to reduce prisoner numbers, improve prisoner treatment, and improve correctional outcomes. They include the following:

- **Conditions for prisoners.** Legislation is being developed to set minimum standards and prescribed processes for cell-sharing. Legislative changes will also allow the Department to charge prisoners a low flat rate weekly amount for phone calls instead of charging them per call.

- **Post-release employment.** The *This Way for Work* pilot project started in October 2016, to support prisoners into employment. Offender Recruitment Employment officers work directly with employers to connect people to jobs. Employer Starter Packs up to a value of $1500 are also available to reduce financial barriers to employment, such as transport costs, equipment, uniforms, training, and licence fees. A 2017 evaluation found the project had significantly increased the likelihood of people finding and maintaining employment.

- **Transitional housing.** The 2018 budget gave Corrections $57.6 million of funding over four years to provide transitional housing and support services. The aim is to reduce the prison population by enabling people to access bail, home detention, and parole.

- **Transgender prisoners.** The Department has a new policy for the management of transgender people in prison. It is underpinned by four principles: (1) Individualised management; (2) Ensuring that the person’s management is not just determined by whether they are placed in a male or female prison; (3) Safety, dignity and privacy; and (4) Maintaining gender identity while in prison.

- **Reducing reoffending among Māori.** The Waitangi Tribunal, which adjudicates on matters relating to New Zealand’s founding agreement between the Crown and Māori, issued a report on the disproportionate rates of Māori reoffending in 2016. In response, the Department is developing a new Māori strategy in partnership with its Māori Leadership Board. It has set up a Māori Services Team to improve engagement with Māori offenders, a Māori Strategy and Partnerships group in the Office of the Chief Executive, and a Cultural Capability group.

- **Improving the approach to women in detention.** The rapid rise in female prisoners (see above) has led to a number of strategies to improve conditions, supports and services for women.

- **Mental health.** The government is investing heavily in improved mental health services for offenders and is conducting a review of the services that are needed in both prisons and health services. Current initiatives in corrections include more clinicians; more wrap around support services; transitional accommodation; the development of a dedicated mental health unit for people with high needs (due to open in 2022); and allocating prison units for those who are not acutely unwell but still need additional treatment and support.

**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.

A Bill is before the Philippines Parliament to put the management of all the country’s jails and prisons under one agency. The aims are to reduce fragmentation, improve efficiency and provide better rehabilitation programs.

Both BuCor and BJMP attended the conference and made presentations on this Agenda Item.

BuCor faces severe overcrowding problems. It operates seven facilities with an official total capacity of 19,268. The actual number of prisoners is over 43,700. Every prison is overcrowded, and the worst is New Bilibid Prison. It has a capacity of just under 11,000 but holds almost 27,000. Overcrowding is impacting on conditions for prisoners and basic prison management requirements. For example, it is not possible to have adequate separation of different prisoner groups, such as people with ‘radical inclinations’.

Initiatives taken by BuCor to address the challenges include:
- Updated good conduct laws that allow a prisoner to be released before the end of their sentence, conditional on good behaviour.
- Improvements to inmates’ records in order to speed up the processes of parole and good conduct laws.
- Construction of additional dormitories.
- Improved pre-release and post-release programs.
- Transferring prisoners to less overcrowded facilities.
- A joint venture project with a private company to provide employment and training opportunities for prisoners before and after release.

BJMP operates many more facilities than BuCor – a total of 474 across the country. Like BuCor, BJMP faces severe overcrowding problems. The Philippines National Building Code sets a minimum requirement of 4.7 square metres of living space per person. Using this benchmark, prison ‘congestion’ is 575%. This is impacting on conditions, rehabilitation, safety and security.

Initiatives taken to address the problem of congestion in the BJMP prison system include:
- Similar good conduct laws to those used by BuCor (previously the law covered only BuCor and not BJMP). Since 2013, over 120,000 prisoners have been released under these laws.
- Offering paralegal assistance to prisoners, especially those on remand. This led to almost 60,000 releases between October 2017 and July 2018. With assistance from the ICRC, BJMP has also developed an interactive learning platform containing basic legal modules and resources for paralegal services (the Electronic Paralegal Learning Module, or EPLM).
- Infrastructure projects based on improved data and modelling. When fully operational, the congestion rate is expected to drop from 575% to 184%.

BJMP also discussed initiatives to combat the illegal drug trade in prisons. Over 70% of prisoners have committed drug related crimes. BJMP is pursuing three main strategies:
- Jail ‘cleansing’ through searches.
- Staff training and education.
- Awarding certification to ‘drug free’ prisons. BJMP reported that 307 of its 474 facilities are now certified as drug free.
- Target hardening and improved intelligence (targeting staff as well as prisoners).
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 12 institutions, all of which are located at the Changi Prison Complex. SPS is responsible for managing around 12,050 offenders in custody and another 1,800 under home detention/electronic monitoring.

In 2018, a new Prison Headquarters opened at the Changi Prison Complex. The new headquarters contains offices, training spaces and the SPS Command Centre which is the command and control centre for managing any serious contingencies that may arise.

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, and Singapore is consistently rated as one of the safest cities in the world.
- 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 they have declined to around 26%.

Although general recidivism trends are positive, SPS is concerned about the large number of repeat offenders. Around 50% of prisoners have been incarcerated more than five times. Drug abuse remains the primary driver of recidivism, with 80% of the local prison population having drug-related antecedents.

SPS also faces a number of other challenges as a result of changes in society at large. They include an ageing population, a shrinking workforce, ageing infrastructure, and government funding limits. Increased public expectations have also reinforced the importance maintaining public trust.

SPS sees data-driven operations, evidence-based interventions and targeted corrections as the key to coping with a reduced workforce and budget while improving outcomes for offenders. It has devised two concepts. ‘Prisons without Guards’ (‘PWG’) involves greater use of technology and business intelligence to ensure discipline and good order inside the prison. ‘Prisons without Walls’ (‘PWW’) involves the expansion of community corrections including increased work opportunities and transitional housing.

2017 was an important year of transition in the treatment of female prisoners in Singapore. The original Changi Women’s Prison was opened in 1994 and was, at the time, a state of art facility. However, over time, the infrastructure had declined and was below the standard found in the more modern male complexes. In October 2017, the women were therefore moved to a newly refurbished section of Cluster A, ‘Institution A4’.

The shift to Institution A4 was not just physical but involved developing a new mindset for the treatment of female offenders. The guiding principles are Empathy, Mutuality, Affirmation, Responsibility and Independence (‘EMARI’).

Institution A4 was retrofitted with a suite of technological initiatives under the PWG concept. They include near field communication, facial recognition, and self-service kiosks. The aim is to free up staff from routine and mundane activities and to allow them to focus on more positive interactions. Institution A4 has proved to be a valuable testing ground for technologies that will, in the future, be rolled out more widely. Inevitably, there have been some teething issues, including system stability.
and staff and prisoner familiarity with the new systems. However, these are being progressively resolved, and back-up systems were always in place.

There have also been some important recent initiatives with regard to PWW. In 2017, SPS introduced a Work Release trial for long prisoners who are repeat drug offenders with a high risk of re-offending. Participants are transferred to a Community Supervision Centre to facilitate their reintegration. There is a zone where they are free to interact with each other, have their meals and programmes, and receive open visits from family members. To promote a work ethic and discipline, they are employed in a real work environment in the community. In addition to being required to work and to reside at the Centre, they are subject to island-wide electronic monitoring.

SPS also reported that Selarang Halfway House opened in January 2018. It is run by Yellow Ribbon Industries, a subsidiary of the Singapore Corporation of Rehabilitative Enterprises (‘SCORE’). It gives suitable offenders a place to stay as they transition from prison to the community.

The Yellow Ribbon Project celebrated its 15th anniversary in 2018. It has played a crucial role in the evolution of corrections in Singapore and continues to provide valuable opportunities for community engagement.

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 vision is to be ‘an effective, ethical, committed and professional organisation, and a leader in correctional management in the region.’ Its 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 values are ‘justice and fairness; accountability and transparency; respect and responsibility; diversity, professionalism and integrity; and partnership and cooperation’.

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.’

CSSI reported that they face significant financial and infrastructure challenges. The Solomon Islands prison system has a total capacity of 614 across six facilities. The system as a whole is under capacity. However, there are many pressure points. In particular, prisoner numbers grew by 50% from 2014 to 2018. 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 just 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.

CSSI has achieved a great deal in professionalising correctional services over the past decade. Current 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 and the Queensland Corrective Services.

An important recent initiative is the introduction of a Justice Information Management System (‘JIMS’), with assistance from Australia. This has helped to improve offender management and release planning.

Reflecting Solomon Islands culture, values and religious beliefs, ‘reconciliation’ with victims, communities and families is seen as a critical element in rehabilitation: ‘we have to heal wounds before we can give people a second chance.’ CSSI reported considerable success from its reconciliation focus.

**SRI LANKA**

In Sri Lanka, the Department of Prisons is responsible for the administration of prisons, youth detention facilities and lockups. There are 33 facilities for adults - four closed prisons, 18 remand prisons, two open prisons and nine 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 Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the ‘Bangkok Rules’), and other international standards.

The presentation showcased the new Angunakolapalalessa Prison, which was designed against these standards. Angunakolapalalessa is in the south of the country and is the first of a number of new prisons that will replace the old ones. The complex includes a completely separate women’s prison, workshops, a health centre and education/program areas. The prison itself is surrounded by high quality staff accommodation and facilities.
Sri Lanka’s daily average prisoner population declined from 28,000 in 2008 to less than 18,000 in 2016. However, in 2017, numbers increased to over 19,000. Most of the increase was due to a rise in unconvicted prisoners. The prisons are currently around 64% over-capacity.

Many of the biggest challenges for the Department of Prisons involve matters outside its control:
- High numbers of unconvicted prisoners, with longer periods being spent on remand.
- High numbers of death sentence prisoners.
- Drug abuse in the community.
- Contraband in prisons.
- Recidivism, especially amongst short term inmates.

In total, Sri Lanka houses around 9,000 convicted prisoners. Almost 20% of them 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. However, the government has indicated that it intends to reinstitute the death penalty for some crimes.

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. They now account for around 50% of admissions.

Research has also identified a very high rate of recidivism amongst short term prisoners. They comprise 70% off 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.
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 prisoner classification systems.
- Promotion of private sector and community engagement in rehabilitation.

Thailand’s prisons remain 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. The vast majority of offences committed by both men and women relate to narcotics.

On a more positive note, the number of women in prison has dropped significantly, from over 45,800 in 2014 to around 40,400 in 2017. It appears that some of the drop is attributable to measures taken to implement the Bangkok Rules.

In 2018, DOC adopted the ‘3-Sor, 7-Kor’ principles to guide the implementation of the Act. The three *Sor* principles are:

- *Sa-ard* (Cleanliness): ‘Our correctional facilities and prison officers must be clean in order to maintain the good health and safety of all inmates’.
- *Sutjarit* (Honesty): Prison staff must not seek benefits or favours from prisoners or their families.
- *Sa-mer-pak* (Equality): All inmates must be treated with equality, except for those groups who need special care, such as ill, elderly and vulnerable prisoners.

The seven *Kor* principles are:

- *Kak Kang* (Detention): Ensure that prisoners are kept in custody according to the court rulings or other lawful orders by officers.
- *Kae Khai* (Rehabilitation): Help offenders to cease their negative behaviours and change them for the better.
- *Kod-Mhai* (Laws and Regulations): Prison officers must treat inmates with respect and recognise their human dignity. Torture and ill-treatment is unacceptable. Disciplinary punishments on prisoners must be carried out in accordance with relevant rules and regulations such as the Mandela Rules and the Bangkok Rules.
- *Krob* (Pattern of Behaviour): Prisoners must comply with set codes of conduct.
- *Klan-Krong* (Screening): Inmates who show good behaviour and discipline, work or study, and are at low risk to reoffend will be screened and may be allowed privileges such as good conduct allowance, parole, or the grant of collective royal pardon.
- *Kamlanqai* (Moral Support): DOC will provide inmates with moral support and guidance so they remain hopeful and learn ‘how to live, how to be calm and how to wait patiently’.
- *Klab-tua* (Change): DOC will seek to help inmates learn from their mistakes and to lead a positive life on release. To that end, DOC has established a Centre for Assistance to Reintegration and Employment (‘CARE’) to help people find jobs and to offer assistance after release.

**VANUATU**

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 rolling out an E-Government broadband network, using undersea cables. This has helped Vanuatu Corrections to embrace a number of new technologies, including an offender management system and a document management system.

Vanuatu has been improving correctional infrastructure and practices 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.

At the 2017 conference, the Vanuatu delegation discussed its project to decentralize rehabilitation programs to remote islands, working with local communities, local Chiefs and the churches. At this conference, they highlighted another three recent initiatives: (1) Farming projects, (2) New rules about use of force, and (3) A new policy governing temporary transfer / leave from a prison.

Vanuatu Correctional Services has four objectives in expanding its farming activities: to improve prisoners’ diet, to improve their health, to provide training, and to reduce costs. The results are very positive. The farms are producing a wide range of products, including potato, cabbage, kumara, cassava, banana, taro, corn, yam, tomato, eggs, fish and chicken. This has improved the diet and has also led to a 20% reduction in food costs.

The new Use of Force Policy has been developed to provide clear guidelines and limits for correctional staff. It has been designed in line with international standards such as the UN Convention against Torture (ratified by Vanuatu in 2011) and the Mandela Rules.

The new Temporary Removal Regulation clarifies the circumstances in which different categories of prisoner can be allowed out of a facility. Both sentenced and remand prisoners are allowed out for as long as may be required for judicial or medical reasons. Sentenced prisoners (but not remand prisoners) are also eligible for compassionate leave or rehabilitation / reintegration leave for up to eight hours at a time provided the appropriate documentation and security needs are met. Compassionate leave applies in cases of the death or serious illness of a spouse, parent, or child. Rehabilitation/reintegration leave includes attendance at reconciliation ceremonies, organised sporting activities, education programs or community work projects.

VIETNAM

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

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.

In 2015, the Law on the Criminal Code and the Law on Criminal Procedure were amended. These new laws came into effect in January 2018. The main changes for the Prison Management Department were:

- To enhance community based treatment of offenders.
- To reduce the use of the death penalty.
- Processes for the conditional release of prisoners.

The challenges facing the Prison Management Department include:

- Limited budget.
- Large number of drug offenders.
- Treatment and transmission of Hepatitis and HIV.
- Increasing numbers of foreign national prisoners (over 530 people from 26 countries).

The new legislative frameworks have helped the Department to pursue a number of important initiatives to improve corrections. They include the following:

- New processes for the conditional release of prisoners came into force on 1 August 2018.
- There has been a strong focus on improved staff recruitment and training. This includes sponsoring staff to attend university.
- There have been some upgrades to prison buildings, though the budget is limited.
- In order to manage risks, and to reduce the amount of contraband in the prisons, the Department has implemented new processes for assessing and separating prisoners.
- A number of technologies have been introduced to improve prison security. The Department is also working with the Ministry for Police Security to give prisons more hi-tech tools.
- Ex-prisoners still find it difficult to obtain employment. The Department has therefore been developing a range of 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.

Australia’s prison population has been rising rapidly. In the last five years, it has grown from under 31,000 to over 42,000, and increase of 38%. Over 55,000 offenders are being supervised in the community under community-based sentences or parole orders.

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.
• The rate of imprisonment per 100,000 of the population is increasing.
• The proportion of unsentenced prisoners is increasing. In 2006, they were 22% of the population. They are now 32%.
• Women are a growing proportion of the growing population.
• Aboriginal people are grossly over-represented in prison. They comprise 3% of the general population but 27% of the prison population.

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.

The Australian delegation was headed by Western Australia which showcased an important new initiative to tackle substance abuse amongst female offenders. The Wandoo facility, which previously operated as a re-entry facility for young adult men, has been re-purposed as a women’s drug rehabilitation centre. The government has entered partnerships with established community-based providers of drug and alcohol services who deliver treatment programs in the facility, and support services on the person’s release. The early indications are that this holistic model will produce positive outcomes.

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

In Bangladesh, the Department of Prisons is responsible for administering the prison system. The Department is headed by the Inspector General of Prisons, and is part of the Security Services Division in the Ministry of Home Affairs.

There are 68 jails in Bangladesh. Thirteen of them are Central Jails, one of which is High Security. Twelve of the Central Jails are for men and one is for women. There are also 55 District Jails.

The Department of Prisons’ 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 and rehabilitation.

The Department of Prisons 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 been growing quickly. At the time of the conference, it was close to 90,000. 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. 43% of prisoners have a drug addiction.

The Bangladesh prison system has been operating within a system of antiquated laws. It has also faced serious resource limitations, with low staff numbers, a lack of training, limited modern security equipment, and too few health service personnel.

However, the Inspector General and the Department are currently implementing a number of initiatives to address the challenges. They include the following:
- A program of prison expansion and new construction to increase the quantity and quality of prisoner accommodation.
- Changing the focus from ‘prisons’ to ‘corrections’. The approval process for a new ‘Prison and Correctional Services Act’ is underway.
- Improved services for female prisoners, including a crèche and day care centre for women with accompanying children.
- A free legal aid program for low income group prisoners.
- Starting a rehabilitation training school.
- Improved recreational facilities and libraries.
- Establishing an inmates’ data base with biometric identification.
- Modernization of security.
- Allowing inmates to communicate with their families by telephone.
- Prisoners involved in production will be given a wage.
- Establishing an Open Jail to resocialise prisoners before release.
- Establishing a central hospital for the treatment of drug offenders.
BRUNEI DARUSSALAM

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.

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 Male Prison, Jerudong Women’s Prison, and Maraburong Male Prison. Between 2005-2006 and 2009-2010, the number of prisoners declined from around 800 to around 500. However, by 2017, numbers had increased to 1075.

The rapid growth in numbers has caused many challenges for the Department. 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. This expansion was scheduled to be completed by the end of 2018.

Government concern about overcrowding, recidivism and the costs of imprisonment has prompted a number of initiatives 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. These initiatives appear to be having some success.

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 will be administered by the Brunei Prisons Department.

CANADA

Canada has a federal system of government. The Correctional Service of Canada (‘CSC’) is a Federal agency with responsibility for offenders sentenced to two years’ imprisonment or more, and for the management of such prisoners when they are released on parole. Other Canadian inmates/offenders, 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 inmates/offenders and another 8,500 people under community supervision. Inmates/offenders numbers were rising from 2010 to 2014 but are now back to 2010 levels. People on remand (who are held in the provincial system) comprise around 38% of Canada’s total inmate 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 new Liberal Party government has a strong human rights focus and this has impacted on corrections policies and practices, especially in relation to gender identity and drugs.

The Canadian Human Rights Act was amended in June 2017 to prohibit discrimination on the grounds of ‘gender identity or expression’. People can also now self-identify in terms of gender, regardless of anatomy or the gender marked in their identity documents. CSC has been required to adjust its operational guidelines to meet the requirements of the new laws. It now has a duty to accommodate people according to their self-identified gender identity. This includes placement in a men’s or women’s prison, Community Correctional Centre or Community-Based Residential Facility. The only exception is if there are overriding health or safety concerns which cannot be resolved. Offenders may also now choose whether strip and frisk searches and urinalysis testing are conducted by a male or a female staff member, and CSC staff must use the person’s preferred name and pronoun.

Canada is experiencing an opioid crisis, with almost 4,000 opioid-related deaths in 2017. Fentanyl use is particularly problematic. The government has designated this as a national public health emergency. To treat potential overdoses, CSC officers now have access to Narcan spray, nurses have access to injectable Narcan, and offenders are given Narcan kits on release, subject to a risk assessment. There has also been a 30% increase in the number of federal inmates on Opiate Substitution Therapy (‘OST’).

In June 2018, CSC began a Prison Needle Exchange Program (‘PNEP’) to help reduce the transmission of blood-borne infectious diseases, such as HIV/AIDS and Hepatitis C. PNEP has several safeguards. An inmate’s participation requires the approval of both Health Services and Security. If approval is given, the inmate is given a PNEP kit including one syringe and capped needle, a plastic container of sterile water, cotton filters, a sachet of vitamin C, and a sterile mixing cup. The kit must be stored in their cell at all times. Breach of any conditions (such as hiding the kit or its components) may result in disciplinary measures and removal from PNEP.

CSC also had to take account of the Cannabis Act which took effect in October 2018. The Act legalises, regulates and restricts access to marijuana. Its purpose is to protect public health and public safety, especially of young people, by regulating supply, deterring illicit activities and improving public education. However CSC will continue to treat marijuana as contraband. Smoking and vaping by staff, including smoking and vaping cannabis, will also continue to be prohibited in prisons, as in all federal workplaces.

CHINA

In 2016, when hosting APCCA in Tianjin, China showcased recent developments in the country’s correctional infrastructure, philosophy and policy. The country has invested heavily in both prisons and community corrections in the past decade, with some 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 an imprisonment rate of 121 per 100,000. There is a total of 1.71 million prisoners in 683 prisons, including 41 female prisons and 28 juvenile delinquency reformatories. Around 143,000 (8%) 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. As the presentation said, it is ‘a lofty and sacred cause of human society to strengthen the correction of criminals, better perform their prison functions, and strive to reduce the recurrence of crimes after their release.’ China reported that its prisons have been ‘safe and secure’ over recent years and that recidivism rates are 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.

Prison construction must meet general standards for prison design, including layout, cell design, supporting infrastructure and the use of IT. The new prison designs are being standardised across the country, have already improved capability.

China places high importance on educating and reforming prisoners. The focus is on ‘ideology, culture, the rule of law and professional skills.’ Investment in these areas has ‘significantly enhanced’ the effectiveness of prison operations.

Other areas of improvement include:
- Prison security has improved.
- Penalty enforcement is more stringent and standardised.
- Better processes have been developed for the assessment and classification of prisoners.
- There are better arrangements for prisoners to meet and correspond with families, lawyers, and others.
- New processes have been developed for temporary release from prison.
- New provisions have been developed for the commutation of sentences and parole.

China has also continuously strengthened the capability of its prison staff (the ‘People’s Prisons Police’) through better training and resources.

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.

China emphasised 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 persons 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 in Hong Kong has declined over both the long term and the short term.
• The rate of imprisonment has been declining since 2004. It currently stands at 115 per 100,000 compared with 129 per 100,000 in 2012.
• There have been no escapes since 2008, and no riots since 2000.
• The rate of death and self-harm amongst PICs is low.
• HKCSD has been successful in reducing recidivism and increasing levels of employment for ex-offenders.
• International surveys show that Hong Kong people have a high level of confidence in the justice system.

These indicators are very encouraging, but HKCSD faces significant challenges in meeting the needs of PICs with special needs. The groups of concern include:

• Elderly PICs. Hong Kong has a growing number of PICs aged 65 or over. The number has increased by 55% in the last ten years, and is projected to double again by 2023. Initiatives include barrier-free access in facilities, fitness programs, psychological counselling, vocational training on horticulture, and Tai Chi classes.

• PICs from other nations. 21% of PICs in Hong Kong are from other nations. The number of such prisoners has increased by 42% in the last ten years, at a time when the number of local prisoners has been declining. Initiatives include translating the information booklet for PICs into 27 languages, collaborations with chaplains and religious organisations, and Cantonese language courses and self-learning kits.

• 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.

Ageing infrastructure poses further challenges. Most of Hong Kong’s correctional institutions are old and were not built with modern corrections and modern technology in mind. HKCSD is 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 can lead to institutional and organisational risk.

In order to address these challenges, and to position HKCSD for the years ahead, a new Strategic Plan has been developed. Planning and consultation took place in the last quarter of 2017 and the Plan was promulgated in March 2018. It is backed up by a series of action plans, targets and timelines. The Strategic Plan has seven focal points:

• **Build a sustainable correctional system with an integrated operational protocol.**
  o Modernise facilities.
  o Use smart technologies such as tracking devices and movement controls.
  o Environmental design and operations, such as green roofs, natural airflow and recycling

• **Strengthen the secure and humane management of PICs.**
  o Improve physical conditions (especially for special needs groups such as the elderly).
  o Improve health services and other supports.
  o Optimise HKCSD’s emergency planning and responses.

• **Address the diverse needs of prisoners and reducing reoffending.**
  o Develop improved assessment tools and programs (especially for special needs).
  o Education and market-orientated vocational training.

• **Reach out to diverse populations to enhance the synergy between HKCSD and community**
stakeholders.
  o Identify community partners and develop collaborative projects.
  o Serve the community.

- **Shape workplace culture and increase workforce capability.**
  o Improve staff working conditions and welfare.
  o Develop potential.
  o Create a culture of continuous self-learning.

- **Enhance partnerships and networks with other correctional bodies.**
  o Share information and best practices.
  o Strengthen research partnerships.
  o Reciprocal training.

- **Broaden and deepen research capacity.**
  o Expand scope and diversity of research projects.
  o Strengthen data collection and analysis.
  o Work with external bodies such as universities.

### 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 now part of the Social Welfare Bureau. Previously it was in the Legal Affairs Bureau.

Macao (China) has a land mass of only 30.8 square kilometres and a population of 656,500. However, it has over 15 million visitors each year, primarily from mainland China. Its main source of revenue is gaming. While Macao is a safe place, and the crime rate has been relatively stable, there has been some increase in offences of theft and fraud.

The number of prisoners has risen by 11% since 2014. Around 46% of inmates are from Mainland China. The proportion of prisoners from mainland China is increasing. The proportion of Macao residents and foreigners is declining. In June 2018, 19% of inmates were on remand and 81% were convicted. Women comprised 14% 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. In order to improve security, the Correctional Services Bureau has also been conducting joint search operations with the Dog Unit of the Public Security Police Force.

The Correctional Services Bureau has been actively engaging with the community in order to enhance prison-citizen relations and to improve prisoners’ prospects of successful reintegration. Recent initiatives include TV programs that showcase the work of correctional officers and a ‘hiking and tree protection’ program in a country park. The aim was to help the community to understand the ‘setbacks experienced by inmates and juvenile delinquents as they return to society’ and that community acceptance and support would help them to overcome those obstacles.
In 2016, the DSR implemented a new risk and needs assessment tool to help improve rehabilitation (see Agenda Item 5). Other recent initiatives include:

- Employment programs for pre-release prisoners. More than 80 local employers have signed up for the scheme and over 900 ex-prisoners have been given assistance through it.
- Family support programs.
- A half-way house delivers programs focusing on family and social skills.
- A cross-regional scheme to provide practical reintegration support for people who are non-residents of Macao.
- The ‘Renew Yourself, Stop Gambling Program’ has been set up for offenders with a serious gambling problem, in collaboration with the Gaming Inspection and Coordination Bureau. The program aims to divert people from prison by supervising them in the community. The program includes blocking access to casinos, and providing counselling.

**FIJI**

In Fiji, the Fiji Correctional Service (‘FCS’) is responsible for corrections. A new Corrections Act came into force in June 2008. It 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 has worked hard to align its strategic planning and practices to the legislative requirements and to the expectations of government:

- **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.

This has helped FCS to gain more support from government and to improve staff professionalism. By focusing on security, safety and throughcare, FCS has also started to reduce recidivism. However, it still faces significant challenges.

Overcrowding remains a problem. The prison population increased again between 2017 and 2018. At the time of the conference, Fiji prisons had a capacity of 1916 and a population of 2643. FCS is implementing three key strategies to tackle the problem: a poverty alleviation program; the development of improved early release programs; and the establishment of a CARE network and Yellow Ribbon project. It is hoped that when these measures are fully implemented, overcrowding will be a thing of the past.

As with every prison system, contraband is a problem in Fiji: ‘Methods of infiltrating contraband into our institutions have evolved. Stronger drugs are getting smaller and more undetectable, and the majority of our institution population is well acquainted with modern gadgets and the desire to possess them.’ This led to corruption on the part of some officers, who have lost their jobs. FCS is pursuing several initiatives to improve the situation. They include improving dynamic security, acquiring modern scanners, X-ray machines and sniffer dogs to improve detection, and upgrading CCTV systems.

Fiji is also experiencing growth in the number of elderly offenders, many of whom are convicted of sexual offences. Some dormitories are being renovated so they are ‘elderly-friendly’ and to improve access for caregivers.
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.

A critical challenge for Indian prisons is uniformity. While the governing legislation is national, different states are responsible for prisons. The Prisons Act is archaic but, in the absence of legislative reform, the national government has developed a 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.

The national government has tried to promote uniformity in administration and standards through the Manual. However, India’s presentation said the Manual is currently ‘languishing’, and that the recommendations of various committees have not been actioned.

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.
- Requiring the person to be released if they have been held for half the legislative maximum sentence.
- 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 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

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.

Indonesia’s rapid development has led to a growth in transnational, organised and white collar crimes. The country also faces complex community and religious dynamics, and must be alert to the risks of extremism.

Prisoner numbers have continued to rise in Indonesia, and the system as a whole is operating at double its official capacity. Some prisons are operating at over five times their official capacity. Overcrowding has inevitably impacted on the supervision of prisoners, healthcare, disease transmission, and the mental health of prisoners. Although women and children are held in separate areas of the prisons, overcrowding also makes it difficult to adequately separate different groups of offenders.

In response to the problems of overcrowding, separation, recidivism, and low prisoner productivity, the Directorate General of Corrections has embarked on a Prison Revitalisation Program. There are four central elements to the initiative:

- Classification of prisons.
- Segregation of the ‘kingpin’ prisoners and terrorist prisoners.
- Classification of prisoners according to risk.
- Intervention programs based on the assessment of risks and needs.

The Directorate General of Corrections is also placing a higher focus on employment for prisoners through its Industrial Prison Program. Twenty four prisons are now selling products online, including to other countries. Items include fabrics, clothing, artefacts and leather goods. The goals are to reduce recidivism, to increase public confidence in the prison system, to give prisoners new skills, to build their confidence, and to allow them to earn money for their families.

JAPAN

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

Japan has undertaken significant penal reforms over the past decade. To give effect to a number of high level reviews, the Act on Penal Detention Facilities and Treatment of Inmates and Detainees was enacted in 2006, and processes were put in place to improve transparency and accountability. More recently, legislation and policy has targeted the problem of recidivism (see below).

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 have created some challenging pressure points. They include:

- A much larger proportion of ‘repeat admissions’ to prison.
- A growing proportion of female prisoners.
- A big increase in the number of inmates aged 60 or more.
- A large decline in the number of prisoners aged between 20 and 29.
Many prisoners also come under more than one ‘growth area’. For example, there has been particular growth in the number of older women who are repeat offenders, usually of minor property crimes.

To address these and other issues, the Act on the Promotion for the Prevention of Recidivism came into effect in December 2016. This Act lays down the essential elements for policies for preventing recidivism. They involve ‘guidance and assistance in every stage of the Criminal Justice System and seamless, long-term, and collaborated support by the both national and local government as well as private bodies.’

To give effect to these laws, the national government instituted an ‘Action Plan for the Prevention of Recidivism’ in December 2017. The plan aims to reduce the recidivism rate (re-incarceration within two years) to less than 16% by 2021. To achieve this goal special consideration will be given to the following measures:

- Securing employment and residence for ex-offenders.
- Supporting elderly and physically or mentally disabled inmates to access healthcare and welfare services.
- Treatment programs that better target the characteristics of offenders such as sex offenders, drug offenders and members of organised crime gangs.
- Promoting the involvement of the private and non-government sectors.
- Streamlining partnerships with local government.

The Correction Bureau has identified a number of specific strategies to implement the government’s plan. They include improving human resources and infrastructure; linking prison work and vocational training more closely to labour market needs; enhancing partnerships with local government and civil groups; and investment in public relations.

Infrastructure and human resources have improved as a result of the opening of the International Justice Center in Tokyo in 2017. The Center includes the country’s central Training Institute for Correctional Personnel, ‘Medical Correction Center’ in East Japan, and other associated facilities of the Ministry of Justice. Some of the operations of the Center have been outsourced to a specific purpose company to improve correctional administration, to rationalize and streamline correctional institution management, and to drive collaborations with the local community.

The Correction Bureau is pursuing several initiatives to make prisoners more ‘work-ready’ and to help them gain employment on release. One of these is the ‘Correctional Job Assistance Center’. This manages information on matters such as prisoners’ job preferences and qualifications, and then conducts job matching between inmates and potential employers.

In April 2020, Japan will host the Fourteenth United Nations Congress on Crime Prevention and Criminal Justice (the UN Crime Congress) in Kyoto. The theme will be: ‘Advancing crime prevention, criminal justice and the rule of law: towards the achievement of the 2030 Agenda.’

**KIRIBATI**

In Kiribati, corrections falls under the Corrections and Probation Division of the Ministry of Justice. The Ministry of Justice is responsible for human rights, legal services, justice 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’.
Up to 28 September 2016, prisons were run by a branch of the Police Service. The decision to move corrections out of the police service was in line with the recommendations of a review of Kiribati Prisons in 2015 by APCCA Rapporteur Irene Morgan, with assistance from Neil Morgan. Kiribati has also started to implement many of the other recommendations from that Review. It identified staff training and health as two of the priority areas.

There have been some improvements in staff training. However, this is hampered by lack of budget and by the fact that the police retained a good deal of equipment when the prisons were transferred to the Ministry of Justice.

There have also been some improvements to hygiene and health. A Prison Medical Officer was appointed in a joint arrangement with the Ministry of Health, and a clinic and sick bay have been established at Betio Prison (located on Tarawa Atoll. Tarawa has more than half of the country’s population of 110,000). This helped with prisoners’ health and also reduced the need for costly and risky external escorts. The Prison Medical Officer recently left the position, but the Corrections and Probation Division hopes the arrangement with the Ministry of Health will continue.

Following from the 2015 Review, a number of other initiatives are planned or underway. They include:
- Updating of legislation and policies.
- An improved management structure and staffing model.
- Improved security for external escorts to hospital or court.
- Agriculture and pig farming to provide employment for prisoners and produce for the prison system.
- Development of pre-release programs.

However, the country faces extreme challenges from 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. In fact, the very future of the country is under threat.

The Corrections and Probation Service also faces major logistical challenges. Kiribati is an archipelago of 33 atolls, 21 of which are inhabited. It has a total area of just 811 square kilometres of land but 3.5 million square kilometres of ocean. It has a small population of 110,000 and a small number of prisoners (over 140). 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.

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’.

Prisoner numbers increased from just over 45,000 in 2011 to around 57,500 in 2016. There has been a slight decline since then, to 54,600 in mid-2018. Around 65% of prisoners are sentenced and 35% on remand.

The profile of prisoners has changed significantly over recent years. First, there are now many more female prisoners (7%) than in 2010 (5.2%). Secondly, the number of older prisoners has increased. People over the age of 60 now comprise 12% of the population, compared with 6% in 2010.
Some correctional facilities 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 is engaged in a national agenda to address overcrowding through a range of measures. They include facilities that prepare people for release, more alternatives to custody, and programs for the construction and improvement of prisons.

In constructing and upgrading correctional facilities, there is a strong focus on safety 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. There is currently a program to further strengthen programs for the psychological treatment of sex offenders.

KCS has been active in using technology for the benefit of staff, prisoners, and families. At this conference, they showcased three such initiatives:

- Improved mental health counselling services for staff. To support this, KCS has developed an App for ‘mental health self-diagnosis’.
- An integrated telemedicine centre has been set up at Dongbu Detention Centre in Seoul. This has greatly improved health services for inmates, providing better access at night and during holiday periods, more coordination, and better access to specialists.
- ‘Smart Visits’ are used to allow inmates to communicate with families and loved ones using a secure internet service linked to families’ smart phones. This system allows more contact, reduces the need for families to travel, and reduces the security risks of visitors entering prisons.

3. CONCLUSION: ‘TRANSFORMING CORRECTIONS’

Malaysia chose ‘Transforming Corrections’ as the guiding theme for the 2018 conference. The presentations on Agenda Item One showed that there are many dimensions to the transformations that are occurring. They include the following:

- **Philosophy of rehabilitation and reintegration.** 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.

- **Legislation and international standards.** Some countries are still operating with antiquated prisons legislation that does not reflect the changes that have taken place in the philosophy of corrections. However, there have been significant legislative reforms in most countries. Even in the absence of legislative amendments, it is clear that international standards, such as the Mandela Rules and the Bangkok Rules are having a growing impact.

- **Organisational arrangements.** Twenty years ago, it was quite common for prisons to be run by police departments, especially in the smaller countries. That is no longer the case. Stand-alone agencies now have responsibility for prisons. Importantly, many countries also now have ‘corrections’ departments rather than prison departments.

- **Decency of treatment.** Policies and practices in prisons are increasingly being driven by considerations of decency in the treatment of offenders. Humane physical conditions, access to
health services and other supports, and positive interactions with staff are key elements of a rehabilitative model.

- **Transparency and community engagement.** By their nature, prisons will always be ‘closed’ environments. However, they are now more transparent and accountable in their operations. Most countries see this as a very positive development as better community understanding will lead to better community support.

- **Technology.** Technology has already transformed many aspects of prison operations and the supervision of offenders in the community. It also offers many opportunities in the future. However, everyone recognises that corrections is a ‘human service’ and that successful corrections will always hinge on positive human interactions.

- **International and regional learning.** Every country has achieved significant improvements over the past 20 years. However, everyone also recognises that there are still many opportunities and much to learn from each other.
AGENDA ITEM 2:
Best practices in the management, rehabilitation and reintegration of offenders who have links to extremism, terrorism, organised crime and gangs

1. INTRODUCTION

Extremist and terrorist groups pose a threat to safety and security in all countries. And prisoners with links to such groups present serious challenges for offender management, rehabilitation and reintegration. Malaysia, the host of this conference, has been a regional leader in developing de-radicalisation programs. Offenders with links to gangs and organised crime also pose serious risks to prison security and safety, especially through their involvement in the illegal drug trade.

During this agenda item session, delegates shared contemporary challenges and practices in relation to these high risk groups. Delegates from Canada, China, Fiji, Hong Kong (China), Indonesia, Malaysia, Nauru, Philippines and Singapore delivered presentations on this topic. Thailand and Vietnam submitted written papers.

2. NATURE AND EXTENT OF THE PROBLEM

For this segment, delegates were asked to briefly outline the challenges they encountered in relation to extremists, terrorists, gangs and organised crime; how many such offenders were in prisons; and the nature of their criminal activity.

(a) MALAYSIA

(i) Nature and extent of the problem

Since the enforcement of the Internal Security Acts 1960 (ISA 1960), the Malaysian Prison Department (MPD) has managed a number of radical extremists groups in its prisons. This Act was a preventive detention law which was enacted after Malaysia gained independence from Britain in 1957. It allowed for detention without trial or criminal charges under limited, legally defined circumstances. It was replaced and repealed by the Security Offences (Special Measures) Act 2012 on 31st July 2012.

Today, the MPD has prisoners and detainees who have been held under the following legislation:
- Security Offences (Special Measures) Act 2012 (SOSMA 2012)\(^\text{18}\)
- Prevention of Terrorism Act 2015 (POTA 2015)\(^\text{19}\)
- The Penal Code and the Firearms Act.

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\(^\text{18}\) SOSMA 2012 was enacted to provide for special measures relating to security offences for the purpose of maintaining public order and security and for connected matters. It replaced the Internal Security Act 1960.

\(^\text{19}\) POTA 2015 is an anti-terrorism law that was passed in April 2015 to allow the Malaysian authorities to detain terror suspects without trial for two years. POTA also does not allow any judicial reviews of detentions. Instead, detentions will be reviewed by a special Prevention of Terrorism Board.
Information about Malaysia’s De-radicalisation Program for POTA detainees was discussed at the 2016 conference in Tianjin, China. The information can be found in the APCCA Report 2016.20 In 2016, Malaysia reported that it had 12 POTA detainees (all Malaysian nationals).

Currently, the radical extremist groups held in the prisons include Kumpulan Mujahiddin Malaysia, Al Maunah, Jemaah Islamiah (JI), Darul Islamiah, Jemaah Santri Melayu, Gerakan Acheh Merdeka, Abu Sayyaf Group, Tanzim Al Qaeda Malaysia, Bangsamoro Islamic Freedom Fighter, and Pattani Freedom Group.

Malaysia reported that as at 30th August 2018, its total prison population was 63,933. Of this total, there were 129 (0.21%) radical inmates based on their involvement in terrorist/violent extremism activities that are related to IS DAESH. The Islamic State of Iraq and the Levant (ISIL), also known as the Islamic State of Iraq and al-Sham, the Islamic State of Iraq and Syria (ISIS) officially known as the Islamic State (IS) and by its Arabic language acronym ‘DAESH’.

The MPD classifies ‘radical inmates’ into two categories:
• Those detained under SOSMA 2012 charged under the Penal Code
• Those detained under POTA 2015.

Chapter 6A of the Penal Code defines the nature of terrorist or violent extremism activities as:
• Terrorist act and support for terrorist acts.
• Financing terrorist acts.
• Related offences to terrorist acts; that includes travelling to, through or from Malaysia for the commission of terrorist acts in foreign country.

(ii) Challenges in relation to radical inmates

There have been several incidents involving radical extremist detainees in prisons which resulted the MPD to implement proactive safeguards. Two examples were:
• Riot by the detainees in December 2004 at the Kamunting Detention Centre in Taiping, Perak. At that time, the Centre had subversive detainees, reformists, religious extremists and former communist members detained under the ISA 1960 before it was repealed in 2012. Intelligence information received indicated that the detainees had been training in martial arts in their placement block. Some had prohibited articles that could pose a threat to prison security. Thus, a comprehensive search was conducted. This caused a riot by the detainees which was quelled by the tactical response group.
• During the initial period of imprisonment of radical inmates, the IS DAESH ideology was portrayed in the Sungei Buloh Prison in drawings of ‘Kalimah’; logos on the cell walls and t-shirts, and images of IS DAESH leader; weapons fighting techniques and written guidelines on improvised explosive devices or components.

The above two incidents raised the importance of ensuring the application of the following safeguards:
• The importance of security checks (in and out of prison) and intelligence gathering to circumvent the occurrence of incidents that threaten the security and safety of staff, other inmates and visitors.
• The importance of complying with the laws, and ensuring that the detainees are aware of, and understand their rights and privileges in prison.

• The importance of monitoring the development of national current issues that directly affect vulnerable inmates in prison.

(b) NAURU

Nauru reported that on average, its prisoner population was between 20 and 40 inmates. It had inmates who had committed gang-related offences.

(c) PHILIPPINES (Bureau of Jail Management and Penology (BJMP))

(i) The Five Pillars of the Criminal Justice system in the Philippines

The Philippine Criminal Justice System has Five Pillars which contain the following agencies:


• Prosecution Pillar: The Department of Justice, Office of the Ombudsman, and the Public Attorney’s Office.

• Courts Pillar: The Supreme Court, Court of Appeals, Court of Tax Appeals, and Sandiganbayan.\(^\text{21}\)

• Corrections Pillar: Bureau of Corrections, Bureau of Jail Management and Penology, Parole and Probation Administration, Board of Pardons and Parole. These institutions are mandated to administer the correctional and rehabilitation programs for offenders, including their reintegration into the community.

(ii) The surge of violent extremist groups in the Philippines

Over the years, the Philippine military force and police force have grappled to deal with extremist groups due to a lack of capacity, poor coordination, and geographical obstacles. The following recent incidents are some examples that reflect the seriousness of the situation involving extremist groups:

• 27 January 2019: Two bombs exploded during a Sunday mass at a Cathedral in Sulu, in southern Philippines. The first explosion occurred inside the cathedral, which was followed by a second blast outside the cathedral, as soldiers rushed to the scene. There were about 18 casualties and 82 injured.\(^\text{22}\)

• 28 August 2018: Muslim, Christian, and indigenous residents had gathered in Isulan in Mindanao, southern Philippines, for the annual Hamungaya Festival to celebrate the local region’s harvest. An improvised explosive device, which was placed near a gas station, exploded. Three people were killed and about 35 were injured.\(^\text{23}\)

\(^{21}\) The Sandiganbayan is a special appellate collegial court that has jurisdiction over criminal and civil cases involving graft and corrupt practices and other offences committed by public officers and employees, including those in government-owned or government-controlled corporations.


\(^{23}\) See [https://www.counterextremism.com/countries/philippines](https://www.counterextremism.com/countries/philippines).
• 2 September 2016: An explosion in a crowded market in Davao City killed 14 people and injured at least 71.\textsuperscript{24}

The Philippine government has made efforts to strengthen its counter-terrorism measures in collaboration with neighbouring countries. Through military and economic initiatives, the Philippines has increased its capability to constrain violent activity and reduce financing for extremist groups like the New People’s Army\textsuperscript{25}, the Abu Sayyaf Group\textsuperscript{26} and Jemaah Islamiyah.

\textbf{(iii) BJMP’s role and challenges regarding violent extremist offenders (VEOs)}

The Bureau of Jail Management and Penology (BJMP):

• Was created in 1991 to address growing concern of jail management and penology problem.
• Is an agency of the Department of the Interior and Local Government mandated to direct, supervise and control the administration and operation of all district, city and municipal jails in the Philippines with the tasks of safekeeping and development of its inmates.
• Houses and manages those serving sentences of three years and below.
• Houses and manages accused persons who are undergoing investigation, facing trial process and awaiting final court judgment.

Over the years, BJMP has faced different challenges in the management of its inmates and serious overcrowding. However, BJMP reported that “the biggest concern now is this recent phenomenon on radicalization among people in detention and how to prevent them to further engage with those who have zero idea on how dangerous these people are because more often than not, they appear to be engaging and kind”.

BJMP has 486 jail facilities around the country which accommodates high-risk and high-profile detainees including suspected violent extremists. As at August 2018, it had 783 suspected violent extremists placed in different facilities across the Philippines, with the majority in Metro Manila District Jail and its four annex units. As a security measure, the facility is situated within a police camp, and next to the Special Action Force Battalion (an elite counter-terrorism unit under the Philippine National Police).

\textbf{(d) PHILIPPINES (Bureau of Corrections)}

As discussed above, the Bureau of Corrections (BuCOR) and the Bureau of Jail Management and Penology (BJMP) fall under one of the Five Pillars of the Criminal Justice system in the Philippines. As a Correctional Institution, BuCOR plays a proactive counter-terrorism role through inter-agency collaboration. BuCOR manages violent extremist offenders (VEOs) who have been convicted and sentenced to more than three years’ imprisonment.

\textsuperscript{24} See https://www.counterextremism.com/countries/philippines.

\textsuperscript{25} The New People’s Army (Filipino: Bagong Hukbong Bayan) is the armed wing of the Communist Party of the Philippines. It extorts money, from businessmen in the areas where it operates. In late 2017, NPA was officially designated as a terrorist organisation. The Philippine government considers the Communist People’s Party (CPP) and its armed wing, NPA, to be one of the most significant internal security threats. Unlike the Islamic extremists who are concentrated primarily in Mindanao, the NPA has members throughout the country including in the capital city of Manila.

\textsuperscript{26} The Abu Sayyaf Group is the smallest, though most radical of the separatist groups in Mindanao. See https://www.counterextremism.com/countries/philippines.
BuCOR’s New Bilibid Prison in Muntinlupa City has the most notorious and the most number of VEOs. BuCOR reported that as at 30th June 2018, there were 43,766 inmates housed in its seven operating prisons and penal farms:

- Of this total, 26,729 inmates were housed at the New Bilibid Prison with 18,574 (about 42%) confined at its Maximum Security Compound (MaxSecom). About 695 of those held at MaxSecom belong to Muslim groups, with 61 of them identified as VEOs. The latter have been separated into different groups for closer monitoring.
- Profile of the VEOs:
  - Committed crimes such as murder, kidnapping or illegal possession of firearms.
  - Sentenced to reclusión perpetua without parole or death.\(^{28}\)
  - Aged in their thirties and forties, and most were single.
  - Came from Luzon and Mindanao.
  - Achieved elementary and high school education.
  - Group affiliation - Abu Sayaff Group (52 inmates), Rajah Solaiman Movement (5), Jemaah Islamiyah (3) and Moro Islamic Liberation Front (1).

**(e) SINGAPORE**

Singapore has strict laws against secret societies and gangs. However, splintered ‘street corner gangs’ have continued to operate illicitly in Singapore despite enforcement efforts to crush them. These street corner gangs:

- Have limited financial resources or social influence, and hence, do not have the same authority as organised crime syndicates and transnational gangs or triads.
- Target membership from vulnerable individuals (for example, those from dysfunctional families with criminal histories, anti-social lifestyles or youths wanting acceptance).
- Glorification is enhanced with members committing drug related offences, property offences and offences against the person.

About half of Singapore’s prisoner population is affiliated to gangs. The presentation from the Singapore Prison Service was on the strategies it had adopted to manage the issue of gangs in the prisons (discussed below under ‘Prison Management’).

**(f) THAILAND**

The Department of Corrections of Thailand reported that as of 17th August 2018, it had 469 violent extremist offenders (VEOs) housed in 10 correctional institutions. Of this total, there were 227 convicted inmates and 242 on remand. The majority are held in Songkhla Central Prison (157 inmates), Narathiwat Provincial Prison (101 inmates), Pattani Central Prison (95 inmates), Yala Central Prison (65 inmates) and Bang Kwang Central Prison (31 inmates).

Despite having a large number of VEOs, Thailand reported that it did not have any specific policy on the treatment of this cohort of inmates. This is due to the following matters:

- The top priority is to resolve its overcrowding crisis.

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\(^{27}\) BuCor’s seven facilities have a combined capacity of 19,268. However, the total prisoner population of 43,776 PDL means an excess of 24,498 inmates living in limited space (127% overcrowding rate).

\(^{28}\) *Reclusión perpetua* (Spanish, from Latin: reclusio perpetua, meaning “permanent imprisonment”) is a type of sentence of imprisonment in the Philippines, Argentina, and several other countries. In the Philippines, it is one of two sentences, the other being life imprisonment, designed to replace the death penalty and is in legal parlance near-synonymous with life imprisonment.
• The total number of VEOs constitute only 0.2% of its total prisoner population of 361,346 inmates. Although the situation is under control, Thailand continues to monitor those inmates for security risks and the radicalisation of vulnerable inmates.

• None of the VEOs had committed terrorist-related crimes. Data provided by the Internal Security Operations Command and Provincial Police revealed that the offences committed by VEOs were murder, firearm and other weapons offences. These may have been linked to the southern border insurgency incidents.

(g) VIETNAM

Vietnam recognises the serious nature of the crimes committed by those with links to extremism, terrorism, organised crime and gangs. This is a challenge faced by countries around the world. Vietnam reported that it had five terrorist offenders in its prison, and they are being managed without any issues.

(h) CANADA

The Correctional Service of Canada (CSC) is the Canadian federal government agency responsible for the incarceration and rehabilitation of convicted criminal offenders sentenced to two years or more. The agency has its headquarters in Ottawa, Ontario.

CSC reported that in 2018, it had 18 inmates/offenders convicted of a terrorist-related offence serving sentences between 10 years to life imprisonment, with the majority held in a maximum security institution. However, this number is likely to increase due to further terrorism trials in court that could lead to convictions. In addition, other ‘persons of interest’ have been identified, who are potentially radicalised and/or assessed to pose a threat from a national security perspective.

Extremist and terrorist groups or individuals are identified in three ways:
• Convicted of Anti-Terrorism Act (‘ATA’) offences
• Identified by partners or third party agencies
• Identified by CSC.

(i) CHINA

China’s government recognises that violent and terrorist crimes endanger national security. Thus, it is has firmly opposed, resisted and severely punished those who have committed violent and terrorist crimes and crimes against national security. This upholds the government’s adherence to the rule of law and safeguards to social fairness and justice. It also upholds the government’s guarantee of the most basic human rights of the people – the right to life.

Currently, China reported that there is a ‘large number of violent and terrorist criminal groups’ held in various correctional facilities in China. Its Criminal Law, Criminal Procedure Law, Anti-terrorism Law and other laws and regulations provide the framework to prevent and combat terrorist activities. Furthermore, China is a member of most international anti-terrorism conventions, and therefore, attaches great importance to international cooperation in combating terrorism.

(j) FIJI

The Table below shows the profile of inmates in Fiji who have been involved in organised crime. For gang-related offences, the Fiji Corrective Service reported that it had six men serving sentences for a
bank robbery committed as a gang in 2012 in Samabula. These men then committed another robbery at a hotel in Suva.

<table>
<thead>
<tr>
<th>Organised Crime: Offence Type</th>
<th>Number of Inmates</th>
</tr>
</thead>
<tbody>
<tr>
<td>ATM Skimming</td>
<td>9</td>
</tr>
<tr>
<td>Drug Importation &amp; Drug-related offences</td>
<td>6</td>
</tr>
<tr>
<td>Property offences</td>
<td>6</td>
</tr>
<tr>
<td>Domestic Trafficking in Children</td>
<td>2</td>
</tr>
<tr>
<td><strong>TOTAL:</strong></td>
<td><strong>23</strong> (includes 12 foreign nationals)</td>
</tr>
</tbody>
</table>

Fiji: Offenders who have committed organised crime offences

(k) HONG KONG (CHINA)

The Hong Kong Correctional Services Department (HKCSD) has 28 correctional institutions to accommodate a daily penal population of approximately 8,500.

‘Organised crime’ is defined in the Organised and Serious Crimes Ordinance (Cap. 455, Laws of Hong Kong) as:

- Organised crimes connected to the activities of a particular triad society, or
- Is committed by two or more persons associated together to commit acts to cause loss of lives, serious harm or loss of liberty (such as drug trafficking, arms and weapon dealings, lending money excessively, and the import and export of unauthorised articles).

In Hong Kong (China), the most organised gangs are the triad societies which fall within the definition of ‘organised crimes’. HKCSD reported that about quarter of its penal population were those affiliated gangs and triad associations.29

Thus, the presentation by HKCSD focussed on how it manages its persons in custody (PICs) who are affiliated with gangs and triad associations in the country, with practices and initiatives. These initiatives comply with its Strategic Plan and international standards such as the United Nations Standard Minimum Rules for the Treatment of Prisoners by using HKCSD’s structured measures in custodial management and rehabilitation programs; input from its Regional Response Team; technological applications; Risks and Needs assessment; psychological services; collaboration with NGOs and community stakeholders; and community education and crime prevention strategies.

Although there are no persons in custody who have been convicted of terrorism offences, the HKCSD has developed relevant preparatory measures to respond to this cohort of offenders in its long-term Strategic Plan (discussed below).

(l) INDONESIA

<table>
<thead>
<tr>
<th>Convicted</th>
<th>Remand</th>
<th>Males</th>
<th>Females</th>
</tr>
</thead>
<tbody>
<tr>
<td>305</td>
<td>152</td>
<td>450</td>
<td>7</td>
</tr>
</tbody>
</table>

Indonesia: Profile of 457 Terrorist Inmates in 2018

Indonesia reported that in 2018, its total prisoner population was 248,453. Over the past 12 years, Indonesia’s prison population has increased by over 50% (from about 128,000 to the current 248,453).

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29 HKCSD reported that according to the 2017 crime statistics provided by the Hong Kong Police Force, out of the 56,017 crimes committed, 1,798 (3.2%) were triad-related. The penal statistics produced by the HKCSD showed that 2,696 sentenced persons in 2017 (99.9% were male) were affiliated with triad or gang associations.
This growth reflects the increase in crime, especially relating to narcotics. 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.30

Terrorist prisoners pose special problems due to the nature of their offences, their connections in the ‘outside world’ and the risk that they will influence other vulnerable prisoners. In 2016, there were about 140 terrorist inmates held in Indonesian prisons. However, in 2018, this jumped to 457 terrorist inmates (0.18% of total prisoner population) held 112 prisons in 26 regions.

3. PRISON MANAGEMENT

Some prison systems ‘disperse’ offenders with links to extremism, terrorism, organised crime and gangs to different prisons rather than grouping them together. The aim is to break up the prisoners’ power base, reduce the risk that they will plot together, and separate them from people who share their beliefs. Other prison systems adopt a policy of ‘concentration’, placing problem high risk groups in specific prisons or specialised units within a prison. The aim is to target resources at security and rehabilitation, and to reduce the chances of recruiting vulnerable prisoners into their cult.

Some countries have designated prisons or specially designed prisons/units for offenders with links to links to extremism, terrorism, organised crime or gangs. To ensure the safe, secure and humane prison management, these offenders participate in special management programs and/or technological systems have been implemented.

(a) MALAYSIA

Malaysia reported that its radical inmates are detained at 14 facilities around the country. At each prison, they are segregated according to prison categorisation, block separation and cell isolation. Various security measures and technology have been adopted and they include CCTV, Body Scanners. In addition, conventional security measures such as pat down searches are also performed regularly.

The radical inmates are assessed as maximum, medium or minimum risk based on information obtained from various sources such as:

- Counter-Terrorism Unit of the Royal Malaysia Police.
- The inmate’s aggression levels as evaluated by prison psychologists and security officers.
- The inmate’s progress report by rehabilitation officers.

Maximum controls are put in place to enable the radical inmates to interact with other inmates during rehabilitation programs and recreational activities; communicate with family members and during family visits; and interact with staff.

(b) NAURU

In Nauru, all newly admitted offenders undergo the following admission process:

- The correctional officers verbally inform them of the rules of the Correctional Centre and the consequences of not abiding those rules. Written notices are also displayed around the Correctional Centre.
- As a general rule, prisoners are placed in the least restrictive conditions that reflect their classification.

• Remand prisoners are “limited to those that are necessary to maintain the good order, security and management of the Correctional Centre, the safety of the community and the safety of the prisoner”.

• With regard to rival gang members, they are accommodated together for reconciliation.

Prisoners who fail to comply with the orders given by the correctional officers, will be kept in solitary confinement for 28 days, to a maximum of 60 days. Whilst in solitary confinement, the prisoner is denied of regulated privileges such as visits, telephone calls, and participation in programs and activities.

(c) PHILIPPINES (Bureau of Jail Management and Penology)

The Bureau of Jail Management and Penology (BJMP)’s approach is managing violent extremist individuals and groups in its jails, is based on a strategic plan for its jail officers that centres on achieving resilience against violent extremism. This plan acknowledges the need to develop and implement specific policies, programs and initiatives in collaboration with relevant stakeholders to create synergy towards one specific goal under the agreed government framework.

The plan is based on the following Work Streams for BJMP’s officers:

• **Awareness Workstream**: Through the efforts of the regional offices, 10 regions have already undergone this awareness training for about 600 frontline personnel with positive outcomes.

• **Collaboration Workstream**: This aims to monitor and police terrorism financing and other money laundering activities involving those under BJMP’s custody. Regular meetings ensure that the officers:
  o Obtain updates on the latest trends in violent extremism, information about different individuals involved in violent extremism, and updates on those in custody for crimes related to violent extremism.
  o Learn about best practices adopted in other countries in the management of high risk offenders including those suspected to be violent extremists.

  This Workstream has improved the capacity of BJMP personnel across the country.

• **Execution Workstream**: In this Workstream, preferential attention is given to specific groups of offenders such as VEOs as the main component of their rehabilitation and reintegration process. This is discussed in detail below.

In order to manage violent extremist, BJMP believes that a ‘hybrid concentration strategy’ is the most appropriate approach as it involves detaining all VEOs in one high risk jail facility complex. This facility should have the following key areas: Command Structure and Uniform Procedure, Classification and Risk Assessment, Housing and Facility Risk Assessment, Programming, Dynamic Security and Documentation and Assessment of Behaviours.

In addition, it is important to continue to be open and to promote coalitions in combating violent extremism particularly with other countries in the Asia-Pacific region.

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31 This is consistent with the national policies and regulations such as the Philippine Development Plan 2017-2022, Anti-Terrorism Policy under the Human Security Act 2007 and the Anti-Terrorism Strategy. It acknowledges that specific policies, programs and initiatives from relevant stakeholders are implemented cohesively and that all efforts were synergized to one specific direction under the agreed government framework.
(d) PHILIPPINES (Bureau of Corrections)

In the management of its violent extremist offenders (VEOs), the Bureau of Corrections (BuCOR) is focussed on three areas:

(i) Capacity building of personnel:

BuCOR staff have attended trainings in the United States, Australia, Singapore, the United Nations Interregional Crime and Justice Research Institute (UNICRI), the Global Counterterrorism Forum and the International Center for Counter-Terrorism - The Hague (ICCT).32

Recent trainings attended by BuCOR staff included the following:
• 2018: Advance Intelligence Program; Intelligence Analysis Workshop Training on Gender, Culture Sensitivity; and Preventing and Countering Violent Extremism for Reformation and Frontline Prison Officials
• 2016: 3rd Plenary Meeting of Global Counter-Terrorism Forum (GCTF) on “Detention and Reintegration Working Group”; Enhance the Capacity of Prison and Jail Personnel and Officials in Handling and Managing VEOs; Consultation on Countering Violent Extremism; ICCT Risk Assessment Protocol for VEOs.

(ii) Strengthening its collaboration with other law enforcement and intelligence agencies:

The collaborative effort enables BuCOR’s Investigation and Security Operation Division (ISOD) to exchange information with these agencies, in the interest of national security. For example, the ISOD monitors the daily activities and movements of the 61 identified VEOs who have been divided between the four quadrants at the Maximum Security Compound (MaxSecom) located within the New Bilibid Prison.33 Security information is shared with other agencies.

(e) SINGAPORE

About half of Singapore’s prisoner population is affiliated to gangs. To ensure the good order of its prisons and to stamp out gang recruitment activities in the prisons, the Singapore Prison Service (SPS) takes a zero tolerance stance towards the existence of gangs.

Thus, the following strategies have been implemented in the management of gangs in the prisons: (i) Screening and classification; (ii) Enforcement of rules and regulations; and (iii) Rehabilitation.

(i) Screening and classification

Firstly, all newly admitted inmates are screened to detect any gang affiliations. This enables:
• Those detected having gang affiliations to declare their past affiliations and roles, and to commit to completely dissociate themselves from gangs whilst incarcerated. If they do continue to participate in gang activities in prison, they would face punitive sanctions.
• SPS to maintain a record of each inmate’s gang affiliations.
• SPS to gather valuable information into gang dynamics.34

32 For more information, see https://icct.nl.
33 The New Bilibid Prison in Muntinlupa City houses the most notorious and the most number of VEOs.
34 For example, the number of gangs and the number of members in the prison system; identification of ring leaders or key player.
Secondly, all newly admitted inmates undergo a security profiling and classification system by Intelligence Officers. The system determines the risk profile of the inmate.\textsuperscript{35} Inmates with potential enemies or gang associate would be identified, too.

\textit{(ii) Enforcement of Rules and Regulations}

Singapore prisons are highly regulated for security reasons and to maintain order. Strict rules apply and the inmates’ movements are restricted, particularly their social freedoms, to prevent gang networks/recruitment, entry of contrabands and illicit activities. Thus, active monitoring of the inmates’ behaviours and activities is critical.

The following strategies have been adopted to enforce rules and regulations:

- Each prison officer manages 30 inmates so that daily routines and rehabilitation programs occur without any issues. Each officer has been trained on interview techniques, deception detection and report writing.

  In 2015, a new \textit{Intelligence Driven Dynamic Security (IDDS)} system was introduced to enhance the management of inmates and detect gang activities. Prison officers have access to intelligence information on the inmates under their care. Any detected anomalies or suspicion are shared with Intelligence Officers so that preventive measures and investigation can be actioned. The IDDS has been well received as the sharing of intelligence protects the safety and security of the prisons.

- In 2018, the \textit{Digitalisation of Inmates Rehabilitation and Corrections Tool (DIRECT)} was launched to enable inmates to use handheld tablets to enhance their rehabilitation process. For example, the inmates can send and receive electronic letters from their families and friends, which are vetted by Intelligence Officers through key word searches that are unique to gangs or jargons that indicate illicit activities. This is more effective than using a manual screening process.

- \textit{Enforcement:} A range of enforcement options apply depending on the seriousness of breaching Rules and Regulations:
  
  o Inmates who wilfully engage in gang activities are formally disciplined. Tough punishments and a reduction in prison privileges can be imposed.
  
  o Inmates with a fixed gang mind-set are segregated from mainstream for close monitoring. A thorough assessment is conducted before the inmate is returned to the mainstream.
  
  o SPS collaborates with law enforcement agencies to issue warnings to inmates who are suspected of engaging in gang activities. These warnings are recorded for future reference.

\textit{(f) THAILAND}

At this stage, Thailand’s Department of Corrections does not have any specific policy on the integration or segregation of VEOs. At present, a VEO’s placement is determined according to the court verdict, sentence imposed, and the area where the crimes were committed.

For example, 157 VEOs are currently detained in Unit 2 at Songkhla Central Prison which houses those serving 25 years or more, and those who have received the death penalty.\textsuperscript{36} Unit 2 is a maximum security unit which also has other prisoners who are not VEOs. All the inmates at Unit 2 are Muslims. Housing them in the same unit enables the prison staff to deliver the appropriate treatment and rehabilitation programs. To ensure safety, security and humane prison management, the Department

\textsuperscript{35} This includes their propensity to escape, violence and gang involvement.

\textsuperscript{36} VEOs sentenced to imprisonment for up to 25 years are sent to Narathiwat Provincial Prison. Pattani or Yala Central Prisons have inmates sentenced to less than 15 years imprisonment and also up to 30 years.
of Corrections has installed surveillance systems (such as CCTVs and video conferencing) to monitor their movements and visitations.

(g) VIETNAM

In Vietnam, the law requires that every citizen be treated equally without discrimination. Thus, the prisons in Vietnam have been designed without any separate or special units to accommodate terrorist offenders and offenders with gang affiliations. All inmates share communal areas and each inmate is given two square metres per area.

Vietnam recognises the potential harm that VEOs can create as a group. Hence, offenders with links to terrorism, extremism or organised gangs are kept separate from each other as it prevents them from colluding with each other. One main challenge for Vietnam is the sophistication of these inmates in disobeying prison rules and enticing vulnerable inmates to help them to contact their cohorts by using various tactics. This creates a threat to the safety and security of the prisons.

(h) CANADA

With regards to accommodating inmates/offenders with links to extremism, terrorism, organised crime or gangs, the Correctional Service of Canada applies the Integration-Separation Model which:

- Aims to integrate radicalised inmates/offenders in an open, general population. When necessary, radicalised inmates/offenders can be physically or geographically separated from other inmates/offenders.
- Enables the inmate’s/offender’s behaviour and needs to remain as the main focus.
- Avoids negative and unwarranted status/labels on the radicalised inmate/offender.
- Defuses potential ‘radicalisation’ or ‘recruitment’ power base.

(i) CHINA

The Ministry of Justice is responsible for the management of prisons in China. It is in charge of detaining and reforming offenders who have been involved in violent and terrorist activities, and those who endanger state security. Thus, the Ministry of Justice:

- Has implemented a number of measures to strengthen the management and correction of these offenders as well as safeguarding their lawful rights and interests by adhering to law-based administration;
- Adheres to the policy of ‘giving way out’ by letting these offenders serve their sentence in hope. In particular, the reformation and education programs contain a ‘depolarisation’ feature which is reported to have successfully eliminated the offenders’ religious extremist thoughts.

The main methods to strengthen the management and correction of offenders who have been involved in violent and terrorist activities include the following:

(i) Types of confinement to prevent negative influence

Four modes of confinement are applied to prevent those who have participated in violent and terrorist activities and those who endanger state security, from influencing other inmates. The type of confinement is assigned by taking into consideration, the individual offender’s risk level and the degree of prevention required:

- Solitary confinement: This applies to high-risk offenders who have persisted by being reactionary for a long time and those who are subjectively evil.
Separate confinement: Applies to those who have the organisational capacity to incite others but fall short of the criteria for solitary confinement.

Centralised confinement: Offenders who have pleaded guilty, obeyed the administration, received education, have reformed, and are at low risk of re-offending are housed in prisons that have security facilities.

Decentralised confinement: Offenders who have shown genuine remorse and repentance are housed in the ordinary prisons.

(ii) Fair law enforcement and protection of the criminals’ basic rights

The basic rights of violent and terrorist offenders are protected by law. These basic rights include the right to be treated fairly, not to be abused or be subjected to corporal punishment, and to protect their rights to complain, defend, report and file charges against them. During their incarceration period, they are given opportunities to reform, and their sentences may be commuted provided they have satisfied the legal requirements for commutation.

(iii) Strengthened management to ensure safety, security and control

The daily management of violent and terrorist offenders are strengthened in the following ways:

- Screening the offenders into four categories - namely, Transformed, Basically Transformed, Persistent and Dangerous. The treatment is differentiated in terms of freedom of activity, available jobs, correspondence, family visits/communication, rewards and punishment. All the offenders are given incentives to reform themselves.
- Preventing the offenders from forming gangs by maintaining supervision and order.
- Violent or terrorist offenders who provoke or openly resist reform, are severely punished.
- Ensuring the standard of internal management is high by implementing daily reform code, ensuring daily prison activities are conducted without concerns, and strictly implementing systems such as family visits, meetings and body searches.

(iv) Strengthened education and reform to improve quality

China reported that violent and terrorist offenders attend classified education on topics such as the relevant laws, social morality, civic morality, patriotism, being law-abiding) to eliminate their religious extremist ideology. After several cycles of repeated education, those who have been identified as dangerous and not reformed, will be assessed for further comprehensive management and education regime.

(j) FIJI

Fiji has 12 correctional facilities and three receiving centres. New inmates are accommodated in the receiving centres which have the capability to hold any type of offender. They undergo an admission process (interviews and assessments), followed by a classification process conducted by a committee to determine the inmate’s risk level to ensure the safety of staff and other inmates. Thereafter, an Allocation Board determines the placement of the inmate based on the information gathered (such as risk level, age, educational background and offence type).

The correctional facilities in Naboro are able to accommodate offenders with different risk levels that protects the safety of the inmates and staff. The Naboro Corrections Complex has three centres to accommodate inmates according to their security risk levels:

- Maximum Corrections Centre: High-risk security inmates who have been allocated by the Allocation Board and inmates convicted of rape cases.
• **Medium Security Centre**: Medium-risk security inmates and long-term inmates.
• **Minimum Corrections Centre**: First and second offenders serving short-term sentences who have been allocated by the Allocation Board.

Fiji reported that a number of strategies have been implement recently:
• Correctional officers have participated in training programs that meet United Nations and international standards. This includes the management and operational skills to protect the safety and security of convicted and unconvicted inmates, and to deliver the appropriate treatment programs.
• Close Circuit Television systems have been installed in all the correctional facilities.
• The recruitment of qualified medical practitioners for the correctional facilities ensures the delivery of medical services on site.
• The monitoring of discharged inmates has been boosted with the establishment of the Community Action for Rehabilitation of Ex-offenders Committee for the Rehabilitation and monitoring of Ex-offenders from their respective provinces.

**(k) HONG KONG (CHINA)**

**(i) Challenges**

Safe and effective custodial management is the core duty of any correctional department. The Hong Kong Correctional Services Department (HKCSD) identified several challenges in the management of persons in custody (PICs) with links to triads or gangs:
• **Menace to the safety of other PICs**: For example, illicit dealings, threats and extortion.
• **Concerted acts of insubordination against the management**: For example, in 2017, there were five incidents of concerted acts of insubordination by 176 PICs who were members of a triad society.
• **Penetration into prison by organised crime groups**: For example, PICs with triad connections may try to unlawfully deal and/or smuggle contraband into prisons for their personal gain or benefit, or expand their networks for dealings after release.

**(ii) Custodial management**

To deal with the challenges relating to terrorism, extremism, organised crime and gangs, the HKCSD uses the following measures with the support of its Close Supervision Unit:
• **Categorisation of PICs**: Sentenced persons are categorised into four security levels (A, B, C and D)\(^{37}\) based on the nature of the offences, sentence, and security level. This enables the PICs to be accommodated at a suitable facility.
• **Classification of PICs**: This is based on the attributes of the PIC such as previous convictions. First-timers and those convicted of minor offences are ‘Star Class’, whilst the others are ‘Ordinary Class’. Ordinary Class PICs are segregated from Star Class PICs at different cells and workshops.
• **Dispersion of undesirable affiliation**: There is a Work and Vocational Training Allocation Board at each institution which considers a PIC’s suitability for work and vocational training. Importantly, the Board considers the PIC’s security risks, triad affiliation, history of conflict with other PICs, and

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\(^{37}\) **Category A** are PICs whose escape would be highly dangerous to safety and security, and for whom the highest conditions of security are necessary. **Category B** do not require the highest condition of security by opportunities for escape must be made very difficult. **Category C** are those who cannot be trusted in the open prison but lacks the ability or resources to make a determined bid to escape. **Category D** are those who can reasonably be trusted to serve his/her sentence in open conditions.
PICs with exceptional influence and wealth (who require special surveillance) in assigning work placements. The aim is to eliminate the use of undue influence and to ensure safety.

• **Removal of PIC from associating with other PICs**: The Superintendent of an institution may order the removal of a PIC from associating with other PICs if the Superintendent has a reasonable belief that it is desirable to do so for the maintenance of good order, discipline or interests of the PIC. Examples include a PIC who is suspected of being a ringleader to commit illicit acts or conflicts amongst different groups of triad societies.

• **SIASU List**: Each correctional institution has a *Security Intelligence and Illicit Activities Surveillance Unit (SIASU)* which discusses issues arising from intelligence on subversive activities and makes recommendations on remedial measures. A PIC will be placed on the SIASU List if deemed to pose higher risks to institutional security and requires additional security surveillance.

(iii) **Intelligence gathering**

The main responsibility of the Inspectorate and Security Unit[^38] is to gather and analyse intelligence by coordinating all institutional security units to achieve the highest possible security level at the correctional facilities. The Unit:

• Is equipped with the skills of quality assurance, investigation, searching and gathering of intelligence;
• Identifies potential alliance of PICs with organised crime and facilitates the early detection of illicit activities within the institutions; and
• Liaises with other law enforcement agencies to consolidate intelligence networking and background checks of lawbreakers and PICs.

(iv) **Special Task Force**

A Regional Response Team (**RRT**) is a special task force that was set up to address the growing concerns about the management of high risk PICs and associated risks, including those who have committed organised crimes and/or are affiliated with gangs and triad societies.

RRT members complete an intensive 11-week specialised training in the used of weapons and tactics. This is the first of its kind amongst law enforcement agencies in Hong Kong (China) which has gained formal accreditation by the Council for Accreditation of Academic and Vocational Qualifications.

Since September 2016, the RRT has been set up to:

• Strengthen the escort of high risk PICs (in 2017, it escorted 357 high-risk cases);
• Patrol the outer perimeters of correctional facilities;
• Facilitate joint operations to combat illicit activities in institutions;
• Provide tactical training programs to staff (in 2017, it conducted 162 tactical training sessions to 1,275 participants in 27 correctional institutions); and
• Provide tactical support in emergency cases (this may include mass indiscipline instigated by ringleaders linked to triad society, and organised escape attempts or attacks. In 2017, it was involved in 20 missions including providing security in rehabilitation events, large-scale search operations, and crowd control.

[^38]: The Inspectorate and Security Unit sits under the Quality Assurance Division (**QAD**) of HKCSD. The QAD has the overall management of upholding the performance standards of the HKCSD and maintaining the highest possible level of security at all correctional facilities.
Application of Innovative Technologies (Intelligence and Detection)

Over the years, the HKCSD has introduced innovative and feasible technologies for a safer and more secure custody. They include the following:

- Program systems for intelligence such as Security Intelligence Management Systems\(^{39}\) and Integrated Custodial and Rehabilitation Management System\(^{40}\) for data sharing, proactive assessments against security loopholes, risk and needs assessments, and data maintenance between government agencies and academic institutions to support custodial management and capacity building for thematic research and long-term strategic formulation in the future.

- Detection Technology include the following:
  - Since 2013, X-ray Body Scanners have been used to detect drugs and weapons.\(^ {41}\)
  - Since 2014, Human Presence Detection Systems have been used to assist Main Gate staff to detect potential escapees secreted in vehicles. These special sensors are placed underneath the vehicle to detect a person’s heartbeat in less than a minute.
  - Since May 2018, Liquid Analysers have been used at a maximum security institution for young offenders, during security checks on visitors. It detects explosive precursors, flammable substances or explosive liquids that may be brought in by visitors. This minimises the potential risks, damage and harm to PICs, staff and the institutions. There are plans to install Liquid Analysers at other institutions.
  - The Narcotics and Explosives Detection and Identification System detects and identifies a wide range of explosive threats and common illegal narcotics. It is aimed at replacing traditional method such as searches.\(^ {42}\)

Indonesia

In Indonesia, upon admission, each terrorist inmate is assessed and classified into one of three risk groups:

- *High Risk*: Ideologists who are segregated from other inmates;
- *Medium Risk*: Recruiters who entice other inmates to join them; and
- *Low Risk*: Followers.

These inmates are then placed in various correctional facilities that provide super maximum security, maximum security, medium security, and minimum security. The prison staff collaborates with the Police and Army to manage and maintain security, inside and outside the prison.

At the conference in 2016,\(^ {43}\) Indonesia presented on the strategies it had adopted to address the challenges regarding terrorism prisoners – namely, managing this cohort; their resistance to the government’s treatment program and the radicalisation of individual or groups to adopt extreme political, social or religious ideals.

To address these challenges, Indonesia has adopted the following strategies:

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\(^{39}\) This system was rolled out in 2010 to facilitate cross-institution collation and analysis of security intelligence, and the establishment of a comprehensive database for the effective monitoring of PICs.

\(^{40}\) This is an ongoing project due for completion in 2022. It involves the integration of 8 separate core operational systems into one, with enhanced efficiencies and support for future expansion.


\(^{42}\) The NEDIS detects and identifies a substance via a sample swab applied on a PIC’s skin. This is easily applied on newly admitted PICs, those transferring to or returning to the institution, and after open visits.

• Implementing treatment programs for terrorist prisoners.
• Training staff on terrorist management and conflict management.
• Setting up an Intelligence Unit.
• Improving security in prisons.
• Collaborating with local and international organisations and NGOs to profile potential terrorist offenders and to manage terrorism prisoners that protects the security and safety of its prison staff, other inmates and the community.

Detailed information about Indonesia’s strategies to address the challenges in the management of terrorist prisoners can be found in the APCCA Report 2016 (available at www.apcca.org). In summary, they include the legal framework and statistics; profiling and placement of terrorist prisoners; terrorist prisoners. Solutions include security management practices; and cooperation and collaboration with government agencies, international institutions and NGOs.

4. REHABILITATION AND REINTEGRATION

People with links to terrorism, extremism, gangs and organised crime will be released back into the community unless they are convicted of offences such as murder. It is therefore vital to focus on their rehabilitation and reintegration that protects community safety and security.

For this segment, delegates discussed the following key issues:
• Psychological, educational or spiritual programs to target the risks posed by prisoners with links to extremism, terrorism, organised crime or gangs.
• Programs to support prisoners to dissociate from negative networks of associates.
• Preparing such prisoners for release.
• Types of supervision, surveillance and support that are provided to them after release.

(a) MALAYSIA

(i) Integrated Rehabilitation Program for Terrorists

<table>
<thead>
<tr>
<th>Phase</th>
<th>MPD</th>
<th>MOHA</th>
<th>RMP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Phase 1</td>
<td>Shaping Oneself • Self Reflection • Self Management</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Phase 2</td>
<td>Social Skills • Moral • Spiritual • Criminal Behavior</td>
<td>Thought (Part I) • Psychology (Part I)</td>
<td>Security (Part I)</td>
</tr>
<tr>
<td>Phase 3</td>
<td>Family • Social • Career Development • Nationhood</td>
<td>Thought (Part II) • Psychology (Part II)</td>
<td>Security (Part II)</td>
</tr>
<tr>
<td>Phase 4</td>
<td>Economy • Accommodation • Self-efficacy</td>
<td>Social stigma • Self-efficacy</td>
<td>Safety • Prevention</td>
</tr>
</tbody>
</table>

Malaysia: Integrated Rehabilitation Program for Terrorists

All mainstream inmates participate in a Human Development Program which is a core rehabilitation program that focusses on the development of Attitude, Skills, Knowledge and Spirituality. The 4-phased Program is delivered collaboratively by the Ministry of Home Affairs (MOHA), Malaysian Prison Department (MPD), Royal Malaysia Police (RMP), Department of Islamic Development Malaysia and other relevant agencies:

• Induction: 14 days maximum.
• Orientation: 6 months.
• **Personality Reinforcement:** 7 to 12 months
• **Personality Reinforcement and Self-development:** 13 to 20 months
• **Pre-release and Reintegration:** 21 to 24 months

Radical inmates detained under the *Prevention of Terrorist Act 2015 (POTA 2015)* participate in a similar program called *Integrated Rehabilitation Program for Terrorists*. However, to ensure that the program is effective for terrorists, an *Integrated De-radicalisation Module for Terrorists* has been introduced. It has been published in Bahasa, English, French and Arabic.

As depicted in the Table above, the Module has four Phases and covers various aspects such as social skills, self-management, patriotism, financial management, security and safety as well as psychology:

• **Phase 1** is conducted by prison officers.
• **Phases 2** involves Personality Reinforcement. From Phase 2 onwards, the MPD, MOHA, RMP, the Department of Islamic Development and the Ministry of Women, Family and Community Development are involved.
• **Phase 3** is critical as it aims to replace the inmates’ deep-rooted beliefs with the right path of religious moderation. This involves experts in de-radicalisation.
• **Phase 4** is the Pre-release and Reintegration process with key elements on life skills and engagement with rehabilitation officers, detainees and families. Participation in short courses and community programs are available in preparation for release.

The radical inmates undergo a stringent evaluation process by two Committees which assess their progress at every stage of the Module. The detainee’s participation will be rated as ‘weak’, ‘moderate’, ‘good’ or ‘excellent’. The ratings are then considered by an Evaluation Committee at MOHA which makes the appropriate recommendation. For POTA detainees, the decision to release or extend the detention period, rests under the sole discretion of the Prevention of Terrorist Board.

**(ii) Challenges**

Malaysia has encountered the following challenges in managing and conducting the *Integrated Rehabilitation Program*:

• Some of the radical detainees have refused to participate in the Program prior to their detention. However, many have realised that the Program would have provided them with the true Islamic teaching.
• Some detainees have been influenced by others not to participate in the Program.
• There is lack of family support during the Program in prison. However, the development of social media (such as WhatsApp and Facebook) has improved the families’ involvement in the Program. For example, some of the inmates’ families have formed their own ‘Whatsup’ group to update each other on progress in the Program.

**(b) NAURU**

Nauru reported that as far as reasonably practicable, all prisoners are to be given opportunities to develop their personal and employment skills to assist their effective rehabilitation and reintegration into the community. For example, they participate in activity programs such as cleaning in public places, handicraft work and sports. Counselling is also provided.
(c) PHILIPPINES (Bureau of Jail Management and Penology (BJMP))

In managing and rehabilitating VEOs, BJMP has implemented a Rehabilitation Program covering four major areas, with the aim of eliminating the offenders’ pattern of criminal behaviour and to reform them to become law-abiding and productive citizens:
- Livelihood Projects,
- Educational and Vocational Training,
- Recreation and Sports, and
- Religious/Spiritual Activities.

Where violent extremism is concerned, three Workstreams have been implemented to achieve resilience against it:
- The Awareness Workstream and the Collaboration Workstream cater for stakeholders involved in combating violent extremism including Jail officers (discussed above).
- The Execution Workstream targets VEOs in BJMP jails, and forms a large part of their rehabilitation and reintegration process. The aim of the following intervention strategies is to counter extremist ideologies whilst focussing on a specific issue:
  - Religious interventions to challenge justifications for violence based on an interpretation of a religious document.
  - Educational intervention to counter nationalist ideology and develop critical thinking.
  - Psychological interventions that foster the re-socialisation of violent extremists.
  - Social work intervention to establish a clear vision of a better future.
  - Vocational training to gain the skills needed to secure a job on release.
  - Sports and exercise to develop teamwork, trust and self-fulfilment without the need for violence.
  - Arts therapy, such as theatre, as an opportunity to express emotions.

(d) PHILIPPINES (Bureau of Corrections (BuCOR))

In 2014, BuCOR introduced some initiatives to strengthen its Reformation Programs as part of the rehabilitation and reintegration of VEOs and other inmates held at the Maximum Security Compound (MaxSecom) located within the New Bilibid Prison.44

The initiatives were:
- Introducing three Risk Assessment Instruments45 to profile the VEOs.
- Piloting a six-month Intervention Program on Behaviour Modification Process for the VEOs (the Pilot Project).
- Conducting a Survey to obtain the participants’ feedback on the Pilot Project and their perception of BuCOR Management.

In 2016, as a result of the above initiatives, it was found that an Intervention Program should be devised specifically for VEOs with the following modules:

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44 The New Bilibid Prison in Muntinlupa City has the most notorious and the most number of VEOs. As at 30th June 2018, BuCOR reported there were 18,574 inmates MaxSecom, with 61 being identified as VEOs (discussed above under 'Nature and Extent of the Problem').

45 The three Risk Assessment Instruments used were the Risk Assessment Test for Extreme Offender, Initial Risk Assessment Scale, and Case Management Record.
• **Technical and Livelihood Skills Training** to equip them with the appropriate qualifications to gain meaningful employment upon their release. This enables them to support themselves and their families. It helps them to reintegrate into the community.

• **Behaviour Modification Program** to be conducted in group and individual counselling sessions to negate any extremist narrative.

• **Family involvement in the Reformation Program** (such as participating in institutional activities) is critical in the VEOs’ successful rehabilitation and reintegration into the community.

• **Intensification of the Post-Release Assistance Program** to support the VEOs’ reintegration process. This includes finding suitable jobs and reuniting with family members and the community.

• **Continuous monitoring of the activities of VEOs** such as their associations, visitors, entry of contrabands and the materials used in the mosques. Close coordination with other law enforcement and intelligence agencies is important in the management of VEOs and interest of national security.

Importantly, BuCOR has successfully collaborated with a private sector to provide the technical and financial aspects of the **Intervention Program**. The inmates participate in the Program as ‘trainees’ and receive a stipend (which equates to the minimum monthly wage with the trainees training for three hours). The stipend is used to support the inmates’ families (such as sending their children to school) and the training exposure provides the skills and experience to the trainees in gaining employment.

BuCOR reported that about 5,000 trainees obtained work upon their release. The **Intervention Program** has achieved its objectives in supporting the trainees’ rehabilitation and reintegration process.

(e) **SINGAPORE**

The Singapore Prison Service (SPS) has a number of rehabilitation programs and strategies for inmates with gang affiliations. The aim is to generate self-awareness and help them to prioritise their life goals.

• **Gang Awareness and Motivational Programs**: The aim is to modify antisocial behaviours through cognitive restructuring and social skills intervention. For example, the ‘Thinking for Change’ program teaches the inmates to be empowered and responsible for changing their own behaviours. The ‘Victim Empathy Program’ allows the inmates to reflect on their attitudes towards victims and take responsibility for their actions.

• **Family engagement**: Through family engagement, inmates understand the value of family support in their rehabilitation and dissociation from gangs and criminal behaviours. The families receive guidance to better understand how they can support the inmates.

• **Volunteers as pillars of support**: Volunteers from religious and welfare organisations play a pivotal role for inmates who have no family support. The volunteers provide counselling sessions in prison and post-release support to those who face challenges and pressures in the community.

• **Gang Renunciation Program**: This program enables the inmates to publicly renounce their gang affiliations in a formal ceremony that is witnessed by fellow inmates, their Personal Supervisors, Prison Volunteers and families. This ceremony marks a significant stage of their rehabilitation journey.

• **Tattoo Removal Program**: Inmates who have renounced their gang affiliations have the chance to remove their tattoos during their incarceration period. This physical action cements their renunciation and removes the stigma that they may face upon their release.
Despite not having any specific policies for VEOs, Thailand recognises the importance of rehabilitation and reintegration of VEOs to protect community safety and national security.

Hence, in 2016, the Thai Ministry of Justice (MOJ) and Department of Corrections (DOC) consulted with the United Nations Interregional Crime and Justice Research Institute (UNICRI) to develop initiatives on the rehabilitation and reintegration of VEOs in Thailand within the United Nations Counter Terrorism Implementation Task Force (CTITF).

Joint initiatives between MOJ, DOC, UNICRI and CTITF

As a result, numerous meetings and prison visits have been held to develop projects and initiatives to raise staff awareness about VEOs and the importance of developing suitable programs for the rehabilitation and reintegration of VEOs. These initiatives have been funded by UNICRI and Thailand:

- Training programs for 20 Thai prison staff from Songkhla Central Prison and Nathawee District Prison.
- Workshop on Creating Programs for the Management of Security Detainees.
- Developing and using Risk Assessment Tool/Index for VEOs.
- Workshops on Developing Treatment Programs for Security Detainees that cover family, sport, recreation and faith-based components.
- Launching a pilot project on treatment programs for VEOs at Songkhla Central Prison.

The above initiatives have resulted in the following positive outcomes:

- Greater awareness amongst prison staff on the potential threats from VEOs and radicalisation in prisons.
- Analysis of having VEOs in the prisons and its impact on prison setting, individual VEO and prison staff.
- Identifying suitable treatment programs that can be tailor-made to suit the profile of the VEOs and the prison system in Thailand.
- The most significant outcome was the application of the Risk Assessment Tool/Index at Songkhla Central Prison whereby prison staff interviewed 139 VEOs. The Thai DOC discovered that the VEOs felt quite negatively about the treatment of Muslims in Thailand and worldwide. From the VEOs’ perspective, their families and religion can play a pivotal role in changing their mindset.

As a result, the Thai DOC and UNICRI have agreed to develop treatment programs that focus on family, sport and recreation, employment and religion. A pilot project was rolled out in 2017 (discussed below).

Video Conference or Tele-visits

Video conferencing has been expanded so that the VEOs’ family members can maintain regular contact and provide support to each other. This is important particular for the success of the pilot Treatment Program that focuses on the relationship between the inmates and their families.

Pilot Treatment Program with Family focus (2017)

In 2017, a pilot Treatment Program was trialled at Songkhla Central Prison with a family focus that had three components:
• **Part 1: My Family:** This part explored the VEO’s family background, interaction in family relationship, and the family’s strengths and weaknesses through five 1-hour activities:
  
  o **Drawing family pictures:** This activity allowed the inmates to reflect on their feelings toward their families and to identify important moments or persons in their lives.
  
  o **Who am I, in my family?:** This activity enabled the inmates to understand and analyse their behaviour and interaction with family members (e.g. through role plays, recalling memories about the family, and self-analysis).
  
  o **Family learning:** This activity enabled family members to understand and analyse their behaviour and interaction with the inmates (e.g. through role plays, recalling important memories about the family).
  
  o **Bridging family together:** Inmates and family members who participated in the previous activities were given the chance to understand and overcome family issues, through alternative means of communication.
  
  o **Strengths and Weaknesses:** The inmates and their families were able to revalue and analyse changes in their family by identifying strengths and weaknesses, and to find ways to adjust themselves.

• **Part 2: Turning Point:** This segment explores thoughts, feelings and family situations after the inmate was sent to prison. It contained two one-hour activities:
  
  o **The Missing Piece:** This activity enabled inmates and their families to value themselves as important members of the family unit.
  
  o **Impact:** This allowed the inmates and families to share stories of change and personal experience, and to recognise the importance of living as a family.

• **Part 3: Family Power:** This segment enhanced relationship through mutual understanding, forgiveness, providing mental support to each other, and planning a future life together. This part contained five activities of one-hour duration each:
  
  o **Family ties:** The inmates and their families engaged in fun and happy activities (such as karaoke and other recreational activities).
  
  o **Reward for family:** The inmates made a small gift for their family (such as a card, a beaded bracelet and a picture frame).
  
  o **Ma’af:** The inmates and their families engaged in joint religious activities to apologise for their mistakes and to forgive each other.
  
  o **Mutual life plan:** The inmates and their families formulated a life plan together (such as sharing of the inmate’s post-release goals and ways to achieve them together).
  
  o **Promise:** The inmates and their families exchanged promises to follow and implement the formulated life plan.

The above pilot program resulted in positive outcomes. Thailand hopes to implement this program in 10 prisons where VEOs are being held. At this stage, Thailand reported that it was too premature to develop a pilot treatment program with a religious strand. This is because there is a need to understand more about Islamic teachings and practices so that the prison authority can build a relationship of understanding and trust with the VEOs.

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46 ‘Ma’af’ is an Indonesian and Malay word that means ‘sorry’.
(g) VIETNAM

Vietnam reported that it had five terrorist offenders. Each offender’s personal, educational, family, social and criminal history are taken into consideration in their rehabilitation and reintegration process. They are encouraged to show repentance during their incarceration period through learning, working and making amends to the victims.

(i) Rehabilitation

Under the Criminal Sentence Enforcement 2010, the terrorist offenders participate in the same rehabilitation program as other inmates. For example, they may participate in physical exercise, sports, and cultural and art activities. As far as possible, each prison has a library and sports grounds whilst each communal prison cell has a television.

The inmates are also encouraged to participate in annual events to showcase their talents. For example:

- The Painting a Picture for Turning a New Leaf program allows the inmates to paint about their criminal behaviour, rehabilitation and wishes for a bright future.
- Inmates are encouraged to write a book to feel good about themselves.
- The Contest of Writing a Sorry Letter attracts more than 100,000 letters per year. Inmates write letters to the victims to express their remorse for the harm done. Many inmates have been forgiven by their victims, contributing to positive changes in the inmates’ rehabilitation process.

(ii) Reintegration

Prior to their release, the inmates attend a 15-day course on matters such as legal knowledge, job seeking skills, family life, vocational training and obtaining a bank loan. Ex-inmates who are thriving well in the community are invited to share their success (such as starting a new business) with the inmates, to give them encouragement.

About two months before an inmate is released into the community, the local police and the commune people’s committee of the district (where the inmates will be released to) will be notified of the impending release. They have the responsibility of supervising and supporting the released inmates, and this responsibility may be outsourced to entrepreneurs, associations and individuals.

Released inmates are given assistance to restart their lives such as financial aid, education and vocational training. In Vietnam, the government request members of the community to support released inmates. Entrepreneurs are encouraged to employ ex-inmates with suitable work.

(iii) Preventive strategies

Vietnam has implemented several strategies to reduce the recidivism rate. These include raising community awareness to identify offending behaviours, responding to crime hotspots quickly, and actively anticipating and responding to any terrorist threats and activities organised by gangs.

(h) CANADA

The top priority of the Correctional Service of Canada (CSC) is to ensure the safety and security of the public. Challenges related to terrorism/radicalisation are addressed through individualised case
management practices by providing nationally recognised correctional programs, psychological services, chaplaincy services, and education and employment programs.

(i) Individualised Correctional Plan

An individualised Correctional Plan is developed for every inmate/offender which contains the following:

- A comprehensive assessment process examines the underlying issues of the crimes including violent and extremist ideology. Referrals to programs are made based on assessed need and risk level.
- A Cognitive Behavioural Program that addresses violence and the influence of anti-social contacts. To offset extremist ideology, the program provides inter-faith counselling and access to ethnic cultural services to present pro-social modelling and help identify potential risk.

(ii) Information sharing and partner relations

CSC has a number of Memoranda of Understanding with criminal justice and law enforcement agencies to facilitate information sharing on national security cases, including joint operational and criminal investigations.

The information sharing and analysis between the agencies are conducted on a ‘need to know’ basis, and is integral in the process of identification, detection and prevention. CSC has membership on International and Federal security, provincial and municipal national security, and Countering Violent Extremism Work Groups.

(j) CHINA

In terms of rehabilitation and reintegration, China acknowledges that a mechanism for social assistance and education should be established in collaboration with the police, the offender’s family members and social volunteers.

China reported that:

- Support should be given to the offenders’ families who are in need, which will promote the positive rehabilitation of the offenders.
- Government agencies, experts and religious scholars can play a role in delivering lectures in prisons regarding culture, law, psychology and religious history.
- Prior to an offender’s release, he/she should be given information on schooling, employment, assistance and social security matters. A thorough assessment should also be conducted to enable a comprehensive report to be provided to the resettlement and community corrections institutions. This will assist the successful reintegration of offenders into the community that safeguards community safety.

(j) FIJI

The mission of the Fiji Corrections Service is to rehabilitate all offenders so that they will become law-abiding citizens. Three main initiatives have been introduced to rehabilitate the offenders:

- The Four-Stream Rehabilitation Program;
- Upskilling Programs; and
- Pre-release Programs.
(i) Rehabilitation Program

The Rehabilitation Program was established under the Corrections Act 2006. It has four streams with the following elements:

- It is tailor-made to suit the needs of each inmate through discipline, personal therapy, upskilling and a reintegration program.
- Psychologists devise programs to reflect the needs of each inmate.
- Cognitive Restructuring, Cognitive Behavioural Therapy, Problem Solving Therapy, Alcohol and other Drugs and other cognitive-based programs are offered to reflect the individual inmate’s needs during ongoing assessments.
- It is based on three value systems: Religious Beliefs; Culture, Tradition and Customs; and Family.

The APCCA Report 2016 contains detailed information about Fiji’s Rehabilitation Program and Early Release Scheme. Both initiatives should be read to fully understand Fiji’s commitment to rehabilitate and reintegrate its offenders that protects community safety.

(ii) Upskilling Programs

Upskilling Programs in Carpentry and Joinery, Plumbing and Sheet Metal Trade, small engine, automotive engineering and agriculture has been introduced to give inmates the skills to gain meaningful employment to support their families.

(iii) Pre-release Programs

The introduction of Pre-release Programs or Re-entry Programs require inmates to work in the community (such as parks and hospitals), to assist in supporting government initiatives (such as sugar cane cutting) and cleaning up tasks after natural disasters.

A good example is the Solesolevaki Program which reflects Fijian custom. Inmates work together in villages to clear fields for planting crops and to clear forests. Working in the villages helps to educate inmates about their roles and responsibilities, prepares them for a better life after release, ensures sustainability, and reduces recidivism. Monthly visits are conducted to monitor their progress and to provide additional assistance, if necessary.

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(k) HONG KONG (CHINA)

(i) Bridging custodial management and rehabilitation

The HKCSD recognises the serious nature of organised crimes, the numerous types of offences that can be committed by offenders affiliated with triad societies, extremism and terrorism, and the potential re-association and relapse of released PICs.

Thus, the HKCSD has endeavoured to bridge the custodial management of this cohort of PICs, with their rehabilitation process by applying an evidence-based Risks and Needs Assessment and Management Protocol for Offenders (the Protocol). The Protocol has been used since 2006 to identify and address the custodial and re-offending risks and the criminogenic/rehabilitative needs of all PICs.

Briefly, the Protocol requires an assessment of the PIC’s custodial/re-offending ‘risk level’ and criminogenic/rehabilitative ‘needs’:

• ‘Risk level’ (high, moderate or low) is determined by a set of static factors related to the PIC’s personal background and offending history.

• ‘Needs’ is assessed through interviews conducted by a suggested line of questioning to assess the dynamic and non-quantifiable personal and interpersonal factors and behaviours.

• ‘Program Matching’ matches the PIC’s needs to structured rehabilitation programs and group counselling. For example, intensive programs would be devised for higher-risk offenders. Group therapy and psychological coaching with emphasis on self-empowerment are provided. This alters misconceptions about self-identification and rationalisation of offending behaviours which reduces association with criminal peer groups. Matching programs are also available for those who have dealt with drugs and/or have gang affiliations to help them stay away from substance abuse and those gangs.

(ii) Rehabilitation and reintegration support

Whilst in custody, the PICs have access to the following support structures:

• Welfare support services: Rehabilitation officers trained in social work, help to address the PICs’ individual needs and re-connection with family members.

• Psychological counselling services and focus groups: Individual treatment and intervention plans are provided by Clinical Psychologists to help PICs to better manage their needs, emotional and behavioural issues.

• Employment assistance: PICs have access to over 40 types of market-orientated and accredited vocational training courses to enhance their employment prospects. PICs are assisted to obtain jobs through job referrals and tele-conferencing interviews with employers whom the HKCSD has collaborated with. A bi-annual Employment Symposium allows academics, business groups and employers to share their views on the importance of offering job opportunities for rehabilitated offenders.

48 ‘Risk’ involves the use of an actuarial predication table which quantifies the risk into the three levels.
49 Factors include matters such as the PIC’s personal/emotional history, family/marital history, employment, criminal attitude, drug abuse, associates, and community functioning.
50 The aim of group counselling is to motivate changes amongst PICs who have similar needs, on the basis that individuals and social/situational factors intersect to create values, cognitions and personal orientations that are conducive to criminal conduct.
(iii) Post-release support (‘through care’, supervision and community support)

HKCSD administers various post-release support for rehabilitated offenders:

- There are 10 correctional programs that provide ‘through care’ support and statutory supervision.
- Upon release, they are closely supervised with surprise visits to their accommodation and workplace. Support is given to address post-release issues, and timely intervention occurs for breaches.
- Community support boosts the released offenders’ confidence when they are accepted into society. Community leaders provide advice on offender rehabilitation and initiatives. Volunteers from different sectors are invited to organise a variety of activities for PICs. Collaboration with more than 80 NGOs have generated support (such as counselling, cultural, religious and recreational projects) for PICs and released offenders.

Juvenile offenders tend to be vulnerable to peer pressures and temptations of triad members. Thus, young PICs who have been released attend formal classes during the day to encourage them to complete their formal educational examinations. In 2015, a ‘Positive Energy Map’ program was launched to refer young and adult supervisees to NGOs and community groups to attend hobby classes, build a new social circle and to lead a crime-free life.

5. EMERGING BEST PRACTICES, MANAGEMENT PREPARDNESS AND RESEARCH INITIATIVES

(a) MALAYSIA

As mentioned above, Malaysia reported that as at 30th August 2018, there were 129 radical inmates out of its total prison population of 63,933. These radical inmates participate in an Integrated Rehabilitation Program for Terrorists (discussed in detail above). This stringent and thorough Program has been implemented for several years as a joint initiative between the Malaysian Prison Department, the Ministry of Home Affairs and the Royal Malaysia Police.

(b) PHILIPPINES (Bureau for Jail Management and Penology (BJMP))

The number of VEOs is on the rise in the Philippines. In preparation for the increase, the BJMP aims to implement its Management Plan for VEOs by segregating them in one facility called the High-Risk Jail Complex. This approach is called the Hybrid Concentration Strategy.

To ensure the smooth operation of the facility that protects the security and safety of staff and visitors, it is necessary for the High-Risk Jail Complex to have the following safeguards:

- Command Structure and Uniform Procedure,
- Classification and Risk Assessment,
- Housing and Facility Risk Assessment,
- Programming,
- Dynamic Security, and
- Documentation and Assessment of Behaviours.

In addition, Philippines recognises the importance of continual collaboration with neighbouring countries and to partnerships with them in combating violent extremism in the Asia Pacific region.
(c) CANADA

The Correctional Service of Canada (CSC) has introduced the following research initiatives:

- **Phase I: National Security Data Initiative** commenced in 2012-2013 to improve national security data collection methodologies. For example, a study on Violent Extremists in Federal institutions was conducted to estimate radicalisation and susceptibility to radicalisation.

- **Phase II: Mitigating the Risk** involved a comprehensive research program with nine projects being carried out over three years between 2013 and 2016. Examples include a project examining the needs and motivations of radicalised inmates/offenders; and a project on the use of programs and interventions with radicalised inmates/offenders.

As a consequence, the following best practices have emerged:

- Providing staff awareness training on radicalisation
- Piloting assessments and interventions specifically for radicalised offenders
- Facilitating successful reintegration processes by strengthening community partner engagement
- Intensify and reinforce information sharing mechanisms
- Consider the implementation of a strategic management model
- Support continued evidence-building as it relates to radicalisation

(d) HONG KONG (CHINA)

(i) Terrorism and Extremism

The law in Hong Kong (China) defines a ‘terrorist’ as a person who commits or attempts to participate in or facilitate a terrorist act; or compels the Government or international organisation for advancing political, religious or ideological cause. Despite not specifically drafted for terrorism and extremism, Hong Kong (China)’s Public Order Ordinance (Cap. 245, Laws of Hong Kong) is relevant as it governs matters such as the prohibition of quasi-military organisations, prohibition of offence weapons at public meeting and processions, riot offences and unlawful assembly.

Currently, Hong Kong (China) does not have any sentenced persons for terrorism and extremism. However, a Counter Terrorism Unit (CTU) has been created to liaise with other law enforcement agencies under an Inter-department Counter Terrorism Unit (ICTU). Their role is to develop preparatory measures and to monitor global terrorism trends and regimes on counter-terrorism.

The ICTU:

- Conducts threat assessment and research for devising counter terrorist strategies;
- Formulates measures and action plans amongst law enforcement agencies; and
- Promotes relevant public education.

The CTU:

- Conducts surveillance and analysis on PICs who might be prone to radicalisation;
- Reviews and strengthens capability to prevent and detect radicalisation in correctional facilities;
- Gathers intelligence about terrorist activities come across in daily custodial operation; and
- Identifies technologies that may be utilised in support of intelligence collection and analysis.

(iii) Staff training and capacity building

The following strategies have been implemented by the HKCSD:
• A tailor-made seminar on the history, trend and structures of triad societies in Hong Kong (China) is attended by all new recruits.

• Development training programs on the latest trend in organised crime and triad society are provided to staff. Other law enforcement agencies and academics provide talks on new illicit drugs and updates on the triad situation.

• Staff attend an 11-week accredited training to enhance their skills in handling PICs linked to triad society.

• Staff at Rehabilitation Units and Psychological Services attend regular training on trending counselling theories and practices. Academics in psychology and social work deliver thematic seminars, too.

• The HKCSD strives for capacity building by raising preparedness in the management of sentenced persons associated with terrorism. The ICTU organise training programs to staff on topics such as ‘Radicalisation in Custodial Environment’ and ‘Threats of Suspicious Articles’ to enhance understanding in counter-terrorism and extremism in the global and local arena.

6. THE WAY FORWARD AND CONCLUSION

It is evident from the presentations and discussions for this Agenda Item session that the number of violent extremist offenders, offenders with triad/gang affiliations and detainees held under certain terrorism legislation, has been rising gradually over the years. For example, in 2016, there were about 140 terrorist inmates held in Indonesian prisons, but this jumped to 457 in 2018.

During the session, the following statistics were provided:

• **Malaysia:** In 2018, out of a total prisoner population of 63,933, there were 129 inmates (0.21%) categorised as ‘radical’ detained under the Security Offences (Special Measures) Act 2012 and the Prevention of Terrorism Act 2015.

• **Philippines (Bureau of Corrections):** BuCOR is responsible for those who have been sentenced to more than three years’ imprisonment. In 2018, out of a total of 43,766 inmates, 61 had been identified as violent extremist offenders.

• **Philippines (Bureau of Jail Management and Penology):** BJMP is responsible for those who have received sentences up to three years’ imprisonment. It is also responsible for high-risk and high-profile detainees, including suspected violent extremists. In 2018, BJMP had 783 suspected violent extremists distributed across 486 facilities in the country. Its main concern is the recent phenomenon on the radicalisation of those in its care.

• **Singapore:** In 2018, there were about 12,800 offenders of which 75% were serving their sentences, 11% were on remand, and 14% were serving their sentences in the community. Around 50% of the inmates had links to gangs.

• **Thailand:** In 2018, there were 469 violent extremist offenders (227 sentenced and 242 on remand).

• **Canada:** In 2018, the Correctional Service of Canada reported that it had 18 inmates/offenders convicted of a terrorist-related offence.

• **Fiji:** In 2018, there were 23 inmates convicted of organised crimes and six inmates for gang robbery.

• **Hong Kong (China):** In 2017, there were 2,698 sentenced persons affiliated with triad or gang associations out of a total population of 11,243 persons in custody.
Indonesia: In 2018, out of a total prisoner population of 248,453, there were 457 terrorist inmates (0.18%).

Looking to the future, Malaysia seeks to improve the management, rehabilitation and reintegration of its radical inmates in the following ways:

- Enhancing the assessment methods of the Integrated Rehabilitation Program.
- Developing a comprehensive radical inmates profiling system.
- Strengthening the reintegration program in collaboration with other agencies.
- Empowering the staff’s competency level through an intensive training course.
- Exploring regional and international collaboration opportunities through international courses or conferences.

The Philippines (Bureau of Corrections) continues to offer its Reformation Program to its VEOs as it has proven to be effective in supporting their rehabilitation and reintegration process. Capacity building of its personnel together with constant coordination with other law enforcement and intelligence agencies in the exchange of vital information will protect national security and safety of the country.

The future challenges for Philippines (BJMP) include the following:

- Information sharing amongst relevant agencies.
- Slow disposition of cases of VEOs.
- Maximising existing available space and adopting informal practices in managing high risk offenders including violent extremists.
- Sustainability of current efforts for the management and containment of VEOs.

Despite the above challenges, Philippines (BJMP) aims to implement a Management Plan for VEOs in the future, by housing them in one facility that contains the necessary safeguards to protect security and safety (discussed above).

Singapore adopts a zero tolerance policy towards the existence of gangs in its prisons. It has implemented various programs and technological systems to monitor and help inmates to empower themselves in order to dissociate and renounce their gang affiliations. Post-release support is provided by volunteers. Singapore is currently exploring technological options to enhance its management of gangs in the prisons. This would enable the deployment of manpower to other areas of need.

Importantly, in 2017, Thailand successfully trialled its pilot 12-hour Treatment Program (with a family focus) at a prison, and it is hoped that the pilot program will be expanded to other prisons where VEOs are being held. However, it is still in the initial phase of formulating appropriate treatment programs for VEOs with custodial measures and rehabilitation component. Whilst policies on the integration or segregation of VEOs are yet to be drafted, it is anticipated that this can be achieved through the formulation of appropriate rehabilitation programs.

For the future, Thailand will continue with its collaboration with the United Nations Interregional Crime and Justice Research Institute (UNICRI) to develop initiatives on the rehabilitation and reintegration of VEOs, and to deliver staff training programs on VEOs.

Over the years, Vietnam has actively introduced various initiatives to support the inmates’ rehabilitation and reintegration process. This includes gathering support from the community and business groups to support newly released inmates so that they will lead a crime-free life. Vietnam is

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51 For example, using data analytics to better understand the risks and needs of inmates.
keen to collaborate with other correctional departments in the Asia-Pacific region to improve its correctional services.

In **Canada**, the Correctional Service of Canada continues to conduct pilot assessments and interventions that are specific to radicalised inmates/offenders. It is considering the implementation of a strategic management model for radicalised inmates/offenders.

**China** is ready to establish an effective platform to interact with all countries to conduct in-depth research on the methods of detention, reform and training of police officers. It is keen to strengthen the exchange of experiences and communication of ideas in order work together to combat violence and terrorism, and prevent and reduce crime to the maximum extent.

**Hong Kong (China)** has implemented strategies to detect and respond to possible terrorist threats. It continues to develop initiatives to effectively manage and rehabilitate all offenders sentenced to imprisonment, and to enhance staff professionalism by benchmarking international standards and best practices. This aim is to achieve total preparedness and effective management of any offender that comes under its management.

**Fiji** recognises it is very vulnerable to the threat of terrorism and violent extremism due to its geographical location.52 Thus, it has amended its *Public Order Act* to include acts of terrorism as an offence in Fiji. As its *Rehabilitation Policy* is a living document, it will enable the Fiji Corrections Service to review and amend its rehabilitation and reintegration strategies to meet demand and change.

**Indonesia** continues to deliver de-radicalisation programs to its VEOs. Like China, it is keen to have greater dialogue with APCCA members to combat violence and terrorism in the region.

In conclusion, all delegates agreed that violent extremist offenders and offenders who have links to gangs/triads continue to pose a threat to the security and safety of correctional facilities. Importantly, they also have the potential to radicalise vulnerable inmates or influence them to become a gang/triad member. Thus, correctional staff must continue to be vigilant to ensure that these threats are ‘nipped in the bud’ through regular training and the use of new technology to detect unwanted behaviours and potential threats. Additionally, it is critical for all correctional department in the Asia-Pacific region to have regular dialogue and cooperation such as sharing intelligence, and identifying and adopting best practices in the management of violent extremist offenders and those with gang/triad affiliations.

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AGENDA ITEM 3:
Preventing, detecting and treating drug and alcohol abuse by offenders

1. INTRODUCTION

Drug and alcohol abuse are major causes of crime and also of health issues for offenders. By addressing addiction and abuse, prisons and community corrections contribute to community safety and offender wellbeing. Prisons must also manage the security and safety risks of contraband and substance abuse by people in custody.

Delegates from Malaysia, Mongolia, Nauru, Singapore, Sri Lanka, Hong Kong (China), Fiji and India presented on this topic. Macao (China) and the Philippines (Bureau of Corrections) submitted written papers.

2. NATURE AND EXTENT OF THE PROBLEM

For this segment, delegates were encouraged to discuss the following matters:
- The number of prisoners who have drug or alcohol problems, and the main offences they had committed.
- The main types of substance abuse by the offenders.
- Whether the nature of substance abuse has changed (for example, are people now using different types of drugs), and its impact on the management of prisons and prisoners.

(a) MALAYSIA

Currently, Malaysia has the following laws to combat its drug problems:
- Dangerous Drugs Act 1952;
- Sale of Drugs Act 1952
- Drug Dependants (Treatment and Rehabilitation) Act 1983;
- Dangerous Drugs (Special Preventive Measures) Act 1985; and
- Dangerous Drugs (Forfeiture of Property) Act 1988

Historically, the 1970s saw the increase in the number of drug abuse in the country which resulted in the establishment of a Central Bureau of Narcotics in 1972. Although the jurisdiction of the Central Bureau of Narcotics was expanded, it was inadequate to deal with the increasing number of serious drug trafficking and drug-involved problems that posed a national threat. As a result, the Malaysian government launched an Anti-Drug Campaign, and declared the illicit drugs as the ‘Nation’s Number 1 Enemy’ in early 1983. In 2004, the National Anti-Drugs Agency was created to replace the Central Bureau of Narcotics.

Where prison administration is concerned, section 58 of the Prison Act 1995 provides that:

“a person who smuggles or attempts to smuggle a prohibited article into or out of a prison shall be guilty of an offence and shall be liable, on conviction, to a fine not exceeding ten thousand ringgit or to imprisonment for a term not exceeding five years or to both”.

Malaysia reported that between 2015 and 2018, the number of drug offenders in its prisons had increased steadily. In 2015, 45.3% of its total prisoner population were serving sentences for drug-related offences. But this increased to 49% in 2016 and 53% in 2017. In 2018, this rose to 58% of the
total prisoner population (35,804 prisoners out of 61,333). The Table shows the main offences committed by these drug offenders.

<table>
<thead>
<tr>
<th>Types of Drug Offences</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drug trafficking: Section 39B Dangerous Drugs Act 1952</td>
<td>1,453</td>
</tr>
<tr>
<td>Drug possession: Sections 12(2), 39, 39A, Parts II &amp; III Dangerous Drugs Act 1952</td>
<td>18,218</td>
</tr>
<tr>
<td>Drug abuse / self-administration: Sections 15 and 39C Dangerous Drugs Act 1952</td>
<td>10,516</td>
</tr>
<tr>
<td>Other drug offences: Dangerous Drugs Act 1952, Drug Dependants (Treatment and Rehabilitation) Act 1983, and Dangerous Drugs (Forfeiture of Property) Act 1988</td>
<td>5,617</td>
</tr>
<tr>
<td>Total number of drug offenders in prison</td>
<td>35,804</td>
</tr>
</tbody>
</table>

Malaysia: Snapshot of inmates serving sentences for drug offences (as at 31 July 2018)

The Table shows the main types of illicit substances abused by offenders in Malaysia between 2013 and 2017. ‘Psychotropic pills’ include Benzodiazepine and Erimin.53 ‘Other’ substances include Kratom and hallucinogen.

<table>
<thead>
<tr>
<th>Year</th>
<th>Opioid</th>
<th>Methamphetamine</th>
<th>Cannabis</th>
<th>Amphetamine-type stimulants</th>
<th>Psychotropic pills</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>16,041</td>
<td>3,008</td>
<td>1,885</td>
<td>369</td>
<td>18</td>
<td>40</td>
<td>21,361</td>
</tr>
<tr>
<td>2014</td>
<td>14,502</td>
<td>5,356</td>
<td>1,919</td>
<td>535</td>
<td>8</td>
<td>35</td>
<td>22,355</td>
</tr>
<tr>
<td>2015</td>
<td>16,616</td>
<td>8,807</td>
<td>1,389</td>
<td>635</td>
<td>7</td>
<td>25</td>
<td>27,479</td>
</tr>
<tr>
<td>2016</td>
<td>16,985</td>
<td>12,738</td>
<td>1,236</td>
<td>764</td>
<td>18</td>
<td>23</td>
<td>31,764</td>
</tr>
<tr>
<td>2017</td>
<td>10,154</td>
<td>14,785</td>
<td>1,066</td>
<td>764</td>
<td>9</td>
<td>13</td>
<td>26,791</td>
</tr>
</tbody>
</table>

Malaysia: Statistics on types of drugs abused by offenders in 2013-201754

In 2016, opioids (heroin and morphine) was the main drug abused by offenders. However, methamphetamine became the top drug in 2017. This change may be due to methamphetamine being more accessible than opioid.

(b) MONGOLIA

Mongolia’s presentation was on inmates serving imprisonment sentences for drug-related offences and alcohol-related offences. It is currently reforming its legal system with a focus on crime prevention.

(i) Drug-related offenders

According to Mongolia’s police department’s 2016 statistics, the police conducted 94 investigations into crimes related to the illicit manufacture, acquisition, transport, delivery and sale of narcotic and psychotropic drugs. In 2017, the number of investigations rose to 128.

Since 2006, 126 Mongolian nationals have been involved in drug-trafficking offences outside the country. Mongolia reported the number of drug-related offenders in its jails has been increasing over the past five years. These offences include the acquisition, preparation, processing, storage,

53 Erimin is an intermediate-acting hypnotic drug which is a benzodiazepine derivative. It has hypnotic, anxiolytic, sedative, and skeletal muscle relaxant properties.
54 See https://www.adk.gov.my/orang-awan/statistik-dadah/
transportation, sale, consumption and use of narcotic drugs, psychotropic substances and their raw materials.\textsuperscript{55}

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of drug inmates</th>
<th>Total prisoner population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>19</td>
<td>5,838</td>
</tr>
<tr>
<td>2015</td>
<td>10</td>
<td>4,613</td>
</tr>
<tr>
<td>2016</td>
<td>15</td>
<td>4,322</td>
</tr>
<tr>
<td>2017</td>
<td>25</td>
<td>3,003</td>
</tr>
<tr>
<td>1\textsuperscript{st} half of 2018</td>
<td>57</td>
<td>3,070</td>
</tr>
</tbody>
</table>

*Mongolia: Statistics of drug inmates*

In September 2018, Mongolia reported that it had 77 inmates serving sentences for drug-related offences, and a further 36 held in detention centres. The statistics show that the number of inmates who use narcotics and psychotropic substances is increasing.

(ii) Alcohol-related offenders

In the first half of 2018, Mongolia reported that it had 1,611 inmates serving sentences for alcohol-related offenders.

(iii) Historical and legislative background

- In the mid-18\textsuperscript{th} century, drugs were brought into Mongolia by Chinese merchants.
- In 1931, there were no specific laws for drug addicts and alcohol-related offenders. They were dealt with in the same way as other offenders.
- The *Law on Correctional Labour of 1966* provides that a convicted offender who has alcohol issues, may be ordered by the court to attend compulsory treatment for alcohol addiction.

  The prison administration which has an inmate who has been assessed with alcohol or drug abuse issues, can apply to the court to order compulsory treatment for that inmate. If the inmate has served his/her sentence, but is still undergoing compulsory treatment, the prison administration is required to submit a report to the court to transfer him/her to a special labour regime to complete the treatment.

- The *Law on Correctional Labour of 1981* provides that if an offender has completed his/her sentence, but is still undergoing compulsory treatment for alcohol/drug issues, the prison administration is required to submit a report to the court to transfer him/her to a special labour regime to complete the treatment program.

- The *Law on Court Decision of 2002* stipulates that where a person has been convicted of drug offences or where the convicted person is a drug addict, the court will decide which hospital that the person will attend, for compulsory treatment.

- The *Law on Court Decision of 2017* provides that:
  - Male prisoners and female prisoners are to be kept separately in prison.
  - Prisoners with infectious diseases are to be isolated from other prisoners.
  - ‘First-timers’ are to be segregated from repeat offenders.
  - Prisoners with good prison conduct are to be segregated from those with bad prison conduct.

\textsuperscript{55} Article 20 of the *Criminal Code*. 
A Prisoners are to be categorised and accommodated according to the type of offences they have been convicted of.

(c) NAURU

Inmates in Nauru are given counselling sessions twice per week on safety. In addition, handouts on the legislation are distributed to them. With regards to rehabilitation, peer influence is used to change the mind-set of the inmates. This is conducted in a friendly and conducive environment.

(d) PHILIPPINES (Bureau of Corrections)

Philippines’ Bureau of Corrections (BuCOR) is responsible for offenders who have been sentenced to more than three years’ imprisonment. BuCOR reported that as at September 2018, it had 8,118 Persons Deprived of Liberty (PDL) with drug related matters.

(e) SINGAPORE

Singapore takes a zero-tolerance approach towards drugs. The Singapore Prison Service sees the rehabilitation of offenders as an ongoing and evolving process, and therefore, it is constantly conducting research in areas that will improve its through-care practice and improve its rehabilitation programs. Hence, Singapore’s presentation was on a study it had conducted which identified individual, social and environmental factors that promoted desistance in local drug offenders.

(i) Understanding ‘desistance’

‘Primary desistance’ is a process of non-offending, whilst ‘secondary desistance’ is a fundamental shift in identity from ‘criminal’ to ‘prosocial citizen’ with expected relapses occurring. In essence:

- The desistance process can start during an offender’s incarceration period and continues after his/her release.
- When ‘desistance’ is seen as a process of non-offending, it recognises that the non-offending journey can be long and challenging with periods of repeated lapses and recoveries. This is experienced by drug offenders.

(ii) The Desistance Program

Desistance factors include:
- Individual factors (motivation, purpose in life, hopes for the future);
- Social factors (family relationships, parenthood); and
- Environmental factors (community support and resources).

Recently, Singapore was keen to find out other desistance factors and desistance process experienced by its inmates.

Thus, a group of 44 male inmates participated in the Desistance Program with the following profile:
- 40 out of the 44 male participants had prior drug offences (consumption, possession, trafficking).
- Had at least one year free of crime.
- Aged between 28 years and 63 years.

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56 Philippines’ Bureau of Jail, Management and Penology (BJMP) manages inmates who have been sentenced to less than three years’ imprisonment.
• The mean years of desistance was 8.3 years.
Focus group discussions and one-on-one interviews were conducted over nine months. The participants were asked some key questions\(^{57}\) and they were very forthcoming.

(iii) Desistance Factors, Desistance Process and Self-description

The group study identified three important areas: Desistance Factors; Desistance Process; and Self-Description. The participants identified the following Desistance Factors:

- **Prison deterrence:** 30 out of the 44 participants stated that long prison sentences, tough prison life, routine and loss of freedom were mental and physical torture. Others regretted not focussing on getting a job, saving money and having a pro-social group.
- **Religion:** 36 out of 44 participants found that religious teachings raised awareness of their wrongdoing and harm to families. Their faith helped them to understand the purpose of their lives, which motivated them to change.
- **Desistance Program:** 29 out of 44 participants found that the program itself helped them in their desistance journey as it provided a good recovery space to re-build their character and attitudes. The staff and ex-addicts understood what the participants were going through and hence, gave solid and practical advice on how to desist.

The Desistance Process involved:

- **Initiating change:** Participants experienced a turning point which prompted them to seek help to change (e.g. the cost of their crimes to themselves and their families).
- **Maintaining change:** This required occupying their time meaningfully to avoid a relapse.
- **Manage temptation by avoiding triggers:** For example, staying away from friends who abuse drugs or alcohol.
- **Interaction of multiple factors:** Small improvements in multiple areas of life are more effective in maintaining change rather than single areas of life. For example, family support and gaining employment can help the offender to overcome his/her addiction.

The Desisters’ Self Description:

- **Living a new life:** 15 out of 44 participants viewed their current life to be good, happy and normal. They saw their past life to be messy and ‘living in darkness’.
- **Changed attitudes and behaviour:** 28 out of 44 participants saw themselves as accepting responsibility for self and family; stopping drinking and smoking; and volunteering in worthy causes.

(iv) Summary of Findings

The five key findings of the study group were that successful desisters:

- Expressed self-belief in their ability to change. Self-efficacy is a critical factor as it strengthens the motivation and action to change.
- Conscientiously avoided their drug triggers and anti-social associates.
- Surrounded themselves with pro-social relationship and support.
- Benefitted from a supportive environment, such as:

\(^{57}\) The questions were: (1) What helped you to stay crime free? (2) Was there a significant decisive moment that led you to change? (3) After release, what were the steps you took to stay crime free? (4) Which aspect was the most important to your desistance?
o participating in a structured aftercare program (halfway house programs and addiction program);
o participating in religious practices; and
o occupying time meaningfully through stable employment and volunteering.

- Experienced successful desistance only after multiple attempts. Each individual takes a different time to successfully desist, with multiple failures and successes. Interestingly, the participants found that when **multiple** factors interacted with each other, that triggered the decision to change.

The Table below outlines individual, social and environmental factors that promote the desistance process. It also identifies the current and new rehabilitation strategies that Singapore could explore, to support desistance.

<table>
<thead>
<tr>
<th>Desistance Factors</th>
<th>What has been done?</th>
<th>What can be done differently?</th>
<th>What can be done further?</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Individual:</strong></td>
<td>Incare Psychological-based group programs to develop reintegration abilities. Officers conduct regular sessions to address their issues/needs.</td>
<td>Officers play a key role. Train officers in skills to engage &amp; motivate offenders to change.</td>
<td>Train/equip offenders with pro-social life skills &amp; life skills (to understand their issues &amp; help others).</td>
</tr>
<tr>
<td>• Self-efficacy</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Avoid triggers to drug taking</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Social:</strong></td>
<td>Family Programs: Maintain and restore family relationships. <strong>Befriender Program:</strong> For inmates without family support. <strong>Family briefing sessions:</strong> To support reintegration needs.</td>
<td>Collaborate with relevant ministries and social service agencies to strengthen social support for offenders and their families.</td>
<td>Provide family engagement sessions on drug addiction, ways to help an addict quit drugs, and build a supportive home environment.</td>
</tr>
<tr>
<td>• Strong pro-social relationships</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Avoid anti-social friends</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Environmental:</strong></td>
<td><strong>Transformative Environment Model:</strong> Instils personal accountability, hope, pro-social identity &amp; ignite desistance journey. <strong>Religious Counselling Program:</strong> Reflect on past mistakes &amp; learn ways to lead a pro-social life. <strong>Vocational training &amp; job skills:</strong> To secure a job to their release. <strong>Engage long-term desisters as volunteers:</strong> To support offenders in their desistance journey.</td>
<td>Enhance services of Halfway Houses through regular training, sharing of research findings and evidence-based practices.</td>
<td>Conduct research: Identify vocational training that meets job market. <strong>Apply dynamic recall system for offenders on community-based programs:</strong> Ex-inmates may struggle at the start of their reintegration. Recalling them to prison for breaches may be counterproductive.</td>
</tr>
<tr>
<td>• Structured program</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Religious community</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Employment &amp; volunteering</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*Singapore: Implications of Research Findings on Rehabilitation and Reintegration Practice*

**(v) Conclusion**

Multi-level efforts are needed to support each drug offender’s rehabilitation process. In addition to risk management, Singapore’s **Desistance Program** highlighted the importance of understanding an ex-offender’s desistance process:

- The desistance process for each person is unique. It can be long and arduous, with repeated lapses and successes.
Individual, social and environmental factors can shape the offenders’ belief in their capability to change through the opportunities presented to them. This in turn reinforces their action for positive change.

(f) SRI LANKA

In Sri Lanka, the main types of substances abused by offenders are cannabis, heroin, opium, cocaine and alcohol. The Table shows the number of inmates with alcohol and drug abuse in 2012 to 2016.

![Table showing number of prisoners with drug and alcohol abuse]


(g) HONG KONG (CHINA)

The presentation from the Hong Kong Correctional Service Department (HKCSD) identified drug abuse as the key issue amongst its persons in custody (PICs). In 2017, the total penal population was 8,529 with 37.9% being identified to have a history of substance/drug abuse within four weeks prior to admission. The Table below shows the number of drug offenders abusing psychotropic drugs has increased from 10.5% in 2006 to 59.8% in 2016. Amphetamines (or ‘ice’) is the most popular type of psychotropic drug, followed by Ketamine.

![Table showing statistics of drug offenders in 2006 and 2016]

Hong Kong (China): Statistics of drug offenders in 2006 and 2016

(h) MACAO (CHINA)

(i) Statistics of inmates who have abused drugs

Macao (China) reported that between 2008 and 2017, the number of inmates with drug abuse history has decreased from 94 inmates in 2008 to 64 inmates in 2017 (but peaked in 2014 to 110). The reason for the overall decline may be due to the criminalisation of drug use and the possibility of new inmates’ ability to conceal their drug abuse habit to avoid detection.

The Table below shows the statistics of inmates with drug abuse history between 2008 and 2017.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total prisoner population</td>
<td>433</td>
<td>372</td>
<td>380</td>
<td>421</td>
<td>488</td>
<td>505</td>
<td>552</td>
<td>621</td>
<td>545</td>
<td>547</td>
</tr>
<tr>
<td>Drug abused male inmates</td>
<td>81</td>
<td>74</td>
<td>73</td>
<td>62</td>
<td>62</td>
<td>80</td>
<td>91</td>
<td>62</td>
<td>54</td>
<td>55</td>
</tr>
<tr>
<td>Drug abused female inmates</td>
<td>13</td>
<td>9</td>
<td>9</td>
<td>10</td>
<td>12</td>
<td>20</td>
<td>19</td>
<td>3</td>
<td>7</td>
<td>9</td>
</tr>
<tr>
<td>Total drug abused inmates</td>
<td>94</td>
<td>83</td>
<td>82</td>
<td>72</td>
<td>74</td>
<td>100</td>
<td>110</td>
<td>65</td>
<td>61</td>
<td>64</td>
</tr>
</tbody>
</table>

|                | (22%) | (22%) | (17%) | (15%) | (20%) | (20%) | (10%) | (11%) | (12%) |


(ii) History of the Rehabilitation Unit and its program

In the 1990s, inmates who had abused drugs were able to quit their habit with support from prison staff. However, following their release from prison, many of the ex-inmates relapsed due to their living conditions and returned to prison. To break this ‘revolving door’ problem, the Coloane Prison created a Rehabilitation Unit in 1997.

Originally, the Rehabilitation Unit provided a two-year voluntary detoxification and rehabilitation services in the prison only for male inmates who abused drugs. However, over the past few years, the Rehabilitation Unit was expanded to deliver the inpatient program to all inmates, for the following reasons:

- New types of dangerous drugs have emerged due to Macao (China) being a tourist destination, inter-regional trade and investment activities.
- The number of people who abused drugs has increased with females being in the high-risk group.
- It is not easy to detect those who have abused drugs.
- Young drug abusers in the prison dislike being placed in the inpatient program with heroin users who are usually labelled as drug addicts. The young abusers do not consider themselves to be ‘addicts’.

As a consequence, in 2012, the inpatient program was offered to all inmates by:

- Converting the program into workshops and group activities;
- Collaborating with government departments (such as the Social Welfare Bureau) and NGOs (such as Christian groups) to promote drug rehabilitation through educational and group activities and the Methadone Treatment Scheme; and
- Using narrative therapy which allows the participants to share their stories, externalize their issues, re-discover their self-value, and find new positive identities.

The types of drugs and modes of abuse are rapidly and constantly changing and becoming increasingly commonplace. Thus, Macao (China) sees relevant prevention, intervention, education, and treatment work to be one of the most important aspects of corrections. These matters are discussed below.

(i) FIJI

The Fiji Corrections Service (FCS) recognises the link between drug/alcohol use and aggression, anti-social behaviour, and crime. Hence, it has adopted various strategies through its rehabilitation program, to identify offenders who were known abusers or with drug related crimes and treatment of the classified offenders.

A Risk and Needs Assessment is conducted on each offender who enters the correctional system. Those who have committed offences that are alcohol and/or drug related are categorised according
to the following classifications: Drug Cultivators; In Possession of Drugs; Drug trafficking and drug dealings; Robbery related crimes; Domestic Violence through the use of drugs; Property crime; Rape and Sexual Assaults; Driving under the influence of drugs/alcohol; and Murder/Manslaughter.

The Table shows the statistics for alcohol and drug related offences committed by the inmates between 2015 and 2017. Over the three-year period, 1,637 inmates out of a total of 4,334 inmates, were serving sentences for alcohol and/or drug related offences. Between 2015 and 2017, 1,330 inmates (40.24%) committed crimes whilst under the influence of drugs. Theft was the main offence committed by offenders who were under the influence of Kava. Offenders who were under the influence of alcohol tended to commit Burglary and Robbery with violence.

<table>
<thead>
<tr>
<th>Substance</th>
<th>Category of Offences</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kava</td>
<td>Theft</td>
<td>174</td>
<td>186</td>
<td>102</td>
</tr>
<tr>
<td>Alcohol</td>
<td>Drunk &amp; Disorderly</td>
<td>05</td>
<td>14</td>
<td>09</td>
</tr>
<tr>
<td></td>
<td>Burglary</td>
<td>100</td>
<td>121</td>
<td>95</td>
</tr>
<tr>
<td></td>
<td>Robbery with violence</td>
<td>148</td>
<td>157</td>
<td>129</td>
</tr>
<tr>
<td></td>
<td>Assault with intent to cause actual</td>
<td>32</td>
<td>116</td>
<td>35</td>
</tr>
<tr>
<td></td>
<td>bodily harm</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>In Possession of Illicit Drugs and</td>
<td>62</td>
<td>74</td>
<td>78</td>
</tr>
<tr>
<td></td>
<td>Unlawful Cultivation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL number</strong></td>
<td><strong>of substance abused inmates out of</strong></td>
<td>521/1432</td>
<td>668/1131</td>
<td>448/1771</td>
</tr>
<tr>
<td><strong>prisoner population</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Fiji: Drug and alcohol related offences committed by offenders in 2015-2017

(j) INDIA

The presentation from India focussed on the prisons in Delhi. There are 16 Central Prisons in total (nine prisons in Tihar, one in Rohini and six in Mandoli). These prisons have been classified as follows: three convict prisons; two female prisons; one adolescent prison; nine under-trial prisons; one high security prison. In addition, there are two semi-open prisons and one open prison.

India reported that in 2013 – 2017, about 10% of the inmates at Tihar Prisons had accessed treatment services for drug abuse. Heroin was the primary drug used and 40% of the users were aged 16-20 years. The profile of drug users is as follows:
- 26.9% - Smack addicts
- 26.9% - Alcohol addicts
- 25.5% - Multiple drug users
- 9.6% - Injecting drug users
- 97% - From lower economic strata of society
- 83% - Repeat offenders
- 54% - Married

About 38% of the drug users were labourers, followed by drivers (11%); electricians, welders, mechanics, painters and tailors (8%); rickshaw pullers (7%) and drug peddlers.

Over the past few years, India reported that there has been an increase in intravenous use of drugs amongst its inmates. About 10% of the inmates at the Drug De-Addiction Centre (located at Tihar Jail premises) are using intravenous heroin. There appears to be an increase use in cannabis and solvents compared to alcohol abuse. As a result, there has been an increase in the number of inmates with HIV, Hepatitis B and C, and other infections. To alleviate this problem, all inmates are under active surveillance for HIV. The treatment of these inmates is discussed further below.
3. REDUCING SUPPLY AND IMPROVING DETECTION

For this segment, delegates were encouraged to discuss the following issues:

- The processes and technologies (such as body scanners) adopted to screen and search prisoners; and how successful have they been.
- The processes adopted to detect the use of drugs or alcohol by offenders (such as blood or urine tests); and how useful those tests are.
- Whether prison staff are subjected to regular screening, searching and drug testing.
- Whether visitors are subjected to regular screening, searching and drug testing.

(a) MALAYSIA

The Malaysian Prison Department (MPD) conducts various processes to detect illicit drugs being smuggled into the prisons by inmates, prison staff and visitors.

(i) Detecting drugs and segregating drug inmates

- Screening of prisoners based on intelligence information: Recently, any communication and visits by the inmates’ families and friends are being supervised and recorded by the MPD’s Special Intelligence Unit to detect suspicious communication (such as drug-related activities). This enables appropriate investigation and action to be taken by the relevant authorities, which protects the safety, security and good order of the prison.
- Search process: All newly admitted inmates undergo the following search sequence – pat down, strip search, intimate search and/or full body scanning (discussed below). This process also applies when an inmate is returned to a prison from attending court, hospital or treatment centre, and other approved places.
- Body scanning on inmates: In 2015, the MPD purchased 10 body scanners to enhance its screening and search processes on inmates and its staff. The body scanners have been installed in the prisons in major cities as they have high rates of smuggling prohibited items in body cavities. The Table below shows the effectiveness of using body scanners in detecting the total amount of illicit drugs between 1 January 2016 and 31 July 2018.

<table>
<thead>
<tr>
<th>Year</th>
<th>Opioid</th>
<th>Methamphetamine</th>
<th>Cannabis</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016</td>
<td>448.14 grams</td>
<td>236.81 grams</td>
<td>643.19 grams</td>
</tr>
<tr>
<td>2017</td>
<td>722.68 grams</td>
<td>174.63 grams</td>
<td>619 grams</td>
</tr>
<tr>
<td>2018</td>
<td>568.95 grams</td>
<td>281.18 grams</td>
<td>926.36 grams</td>
</tr>
</tbody>
</table>

Malaysia: Drugs confiscated by body scanning between 1.1.2016 – 31.7.2018

Urinalysis: Urine tests are conducted on a regular basis. Under certain circumstances and a quota set by the MPD, urinalysis will be conducted where there is credible information and reasonable suspicion that the inmate is involved in drug-related activities. The urine samples are sent to a pathology laboratory for analysis.

All institutions are required to submit a monthly report to satisfy a requirement that the urinalysis be conducted on 10% of the prisoner population. The Table below shows the reliability and effectiveness of urine tests conducted on inmates between 2014 and 2017.

58 An ‘intimate search’ involves the physical examination of a person’s body orifices other than the mouth, nose, and ears. The most common way of smuggling prohibited items is through body cavities. Hence, intimate searches and full body scanning are effective ways to detect this.
### Malaysia: Statistics on Urine Tests conducted in 2014-2017

<table>
<thead>
<tr>
<th>Year</th>
<th>Total number of inmates tested</th>
<th>Total initial positive test results</th>
<th>Confirmed positive results by pathology</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>64,989</td>
<td>428</td>
<td>304 (0.47%)</td>
</tr>
<tr>
<td>2015</td>
<td>69,643</td>
<td>487</td>
<td>280 (0.4%)</td>
</tr>
<tr>
<td>2016</td>
<td>65,005</td>
<td>332</td>
<td>157 (0.24%)</td>
</tr>
<tr>
<td>2017</td>
<td>64,187</td>
<td>261</td>
<td>142 (0.22%)</td>
</tr>
</tbody>
</table>

- **Non-conventional methods to detect drugs and drug activities:** These include gathering intelligence via SmartCom system, using trained dogs from K-9 Unit (Canine), and inter-agency collaboration with the Royal Malaysian Police.
- **Filtered toilet bowls:** The MPD is piloting this initiative which enables prohibited items to remain in a filtering unit after defecation is completed and flushed in the normal way. This is more humane than the above intimate searches.

In Malaysia, it is a statutory requirement to segregate convicted inmates from unconvicted inmates. Drug offenders are kept separate from non-drug offenders,\(^{59}\) and the hardcore offenders from the non-hardcore offenders. The hard-core offenders are those who have more than three convictions for drug offences. The non-hardcore offenders are those who have been convicted of not more than two drug offences.

After completion of the above search process, inmates who are suspected of smuggling prohibited items are segregated for a period to acquire those items via defecation. If necessary, intimate searches will be conducted. Inmates who have been caught smuggling dangerous drugs, will be referred to the police for investigation and charged with possession of drugs. Inmates caught with other prohibited items will face disciplinary proceedings.

**(ii) Detecting drugs on prison personnel**

As illicit drugs can also be smuggled into the prisons by prison staff, they are required to undergo the same search processes (pat down search, strip search, full body scanning and urinalysis).

Malaysia reported that in 2017, urine testing was done on 11,793 officers which returned 10 positive test results. In 2018, 1,588 officers were tested with only one returning positive.

**(iii) Detecting drugs on visitors**

It should be noted that currently, there is no law to allow the Malaysian prison authority to require visitors to undergo screening and testing for drugs. Hence, searches on visitors are limited to pat down search and strip search under the Commissioner General’s Standing Order. If a prohibited item is detected on a visitor, he or she can be refused admission to the prison by the Officer-in-Charge.

**(b) NAURU**

To detect drugs being smuggled into its correctional centres, Nauru reported that strict and thorough checks are conducted on every item brought by the inmates’ families and friends during visitation. In addition, the inmates’ cells are searched on a regular basis.

\(^{59}\) Non-drug offenders are those who have been convicted under the *Penal Code.*
(c) PHILIPPINES (Bureau of Corrections)

To detect illegal drugs and to reduce its supply in prisons, Philippines (Bureau of Corrections) (BuCOR) reported that random inspections of cells and dormitories. In addition, staff training on drug laws and campaign strategies are conducted. Despite this, BuCOR reported that illegal drugs continue to proliferate in its prisons and the “problems appear to be connected more with economics and personnel discipline rather than the proper installation of security devices and the issuance of strict processing guidelines.” The main substance confiscated by the prison authorities is methamphetamine (shabu).

The following strategies are currently being used to detect drugs and prohibited items:

- **Urine Testing Kits**: The New Bilibid Prison Hospital has an accredited Drug Testing Laboratory (DTL) to screen patients at the hospital for the presence of prohibited drugs. All Persons Deprived of Liberty (PDL) at the prisons undergo urine testing after signing consent forms for the collection and analysis of the urine samples. The confirmatory testing is done by DTL.
- **Walk Through Metal Detectors**: To detect metal objects from small blades to guns.
- **Baggage X-Ray Machine**: To detect organic materials (e.g. explosives and drugs) in bags and parcels.
- **Turnstyle**: This system uses Biometric Identification to screen all the inmate’s visitors.
- **Closed Circuit Television (CCTV)**: 188 CCTVs have been installed at strategic places within the prisons and prison farms that fall within BuCOR’s responsibility.

In addition, other initiatives have been implemented to combat illegal activities and smuggling:

- **Search operations**: Between 2015 and June 2018, BuCOR carried out 6,915 search operations at various prisons and prison farms which resulted in the confiscation of 1,562 kilograms of methamphetamines and marijuana. Most of these drugs were found at the New Bilibid Prison.
- **Revision of Policy on Visitation**: This strengthened the security of all correctional facilities for the safety of the visitors and those in custody.
- **Memorandum of Understanding with the Philippine Drug Enforcement Agency**: This Agency assists BuCOR in the following ways:
  - Intelligence sharing and joint investigation into persons of interest;
  - Anti-drug operations; and counter-intelligence and investigation;
  - Proper filing of drug cases;
  - Seizure, confiscation or surrender of illegal custody; and
  - Custody of arrested suspects.
- **Memorandum of Agreement with Anti-Money Laundering Council (AMLC) in June 2018**: The purpose is to promote cooperation and coordination to effectively prevent, control, detect, investigate and prosecute unlawful activities under the Anti-Money Laundering Act, including resultant money laundering activities and terrorism financing.
- **Coordination with law enforcement agencies**: This provides BuCOR with a broader perspective of drugs and their impacts.
- **Prohibited items**: Communication devices such as mobile phones, tablets, pocket wi-fi and laptops are banned from entering the prison compound.
- **Random drug testing**: These are conducted on those in custody.
(d) SRI LANKA

Sri Lanka employs the following methods to prevent and detect the entry of drugs into its prisons:

- Prison Police who are prison personnel have been specially trained to conduct special security searches.
- Inmates and parcels are scanned. Body searches are also conducted.
- CCTV cameras, prison intelligence operations and dynamic security methods are also adopted.
- All prison officers are searched.

Sri Lanka uses the following methods to detect drugs:

- Random searches by the Prison Police Unit.
- Sniffer dogs.
- Drug detection by motivating Peer Group leaders.

Sri Lanka reported that there has been 80% reduction in reported incidents relating to drug abuse in prisons. In addition, there has been fewer incidents of violence in prison following drug abuse.

(e) HONG KONG (CHINA)

The Hong Kong Correctional Service Department (HKCSD) has adopted various strategies to minimise and to detect the entry of illicit drugs into its correctional facilities. These include:

- **X-ray Body Scanners:** Body scanners have been installed at all correctional institutions so that every person in custody (PIC) can be scanned upon their admission. This avoids rectal and vaginal searches, and complies with Rule 52 of the *United Nations Mandela Rules* and Rule 20 of the *Bangkok Rules*. After five years in operation, over 200 cases of dangerous drugs have been seized which reflect the effectiveness of the scanners.

- **Searches:** Rub down searches and thorough searches on PIC’s personal items, clothing, and accommodation are conducted on regular, random and surprise basis.

- **Sniffer dogs:** These specially trained dogs detect drugs on the PICs, on the premises, all incoming mail and articles for the PICs.

- **Narcotics and Explosive Detection and Identification System (NEDIS):** This sophisticated system can detect traces of dangerous drugs over the PICs’ skin, personal belongings and incoming articles. It is used on all newly admitted PICs and those returning from external locations, and after open visits.

- **Pooling of hand-in articles:** To prevent illicit drugs reaching the PICs, all PICs are allowed to receive articles that are of the same brand and pattern from their visitors. These articles are pooled together for thorough examination. They are then randomly distributed to the PICs.

- **Immunoassay Urine Tests:** If the initial test gives a positive result, that particular urine specimen is sent to the government laboratory for confirmation.

- **Special management of drug-prone PICs:** Drug-prone PICs are immediately admitted to the centre hospital of the correctional institution for close observation and monitoring. They undergo a complete sanitization process to ensure they are drug-free before being allowed to return to the mainstream.

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60 These scanners emit low energy radiation to produce high quality body images to detect metallic, plastic and organic materials concealed in their bodies.

61 Drug-prone PICs are newly admitted PICs who have been charged with drug-related offences, and PICs who have been suspected or identified with a history of substance/drug abuse.
• **Removal from association under Prison Rule 68B**: Where there are reasonable grounds to believe that a PIC has concealed dangerous drugs or been involved in smuggling such drugs into the penal institution, the PIC will be placed in an observation cell for close monitoring. In addition to the regular search and urine tests, a search on the PIC’s excrement is conducted to detect drugs that have been ingested.

• **Reporting and responding to irregularity**: PICs who have returned positive tests to dangerous drugs will be removed from mainstream for further investigation. Searches and NEDIS will be conducted. This process:
  - Ensures early identification of other involved PICs;
  - Prevents the distribution of dangerous drugs amongst the PICs; and
  - Allows an investigation into the causes leading to the positive test result.

(f) **FIJI**

The Fiji Corrections Service has implemented the following prevention and detection strategies to detect illicit drugs in correctional facilities:

• **Digital communication systems**: The implementation of these systems have improved communication between the officers at 15 correctional institutions and the escorting officers in the field. This has resulted in improved operational efficiency, safety and security.

• **New technological systems**: These include CCTV cameras, handset body scanners, walk through metal detectors, biometric readers, cameras (audio, dome and pan tilt zoom cameras).

• **Emergency Control Unit and K9 Unit**: Both units play major roles in maintaining security and safety in the correctional institutions, and to detect drugs. The K9 Unit has 27 trained tracker and sniffer dogs.

• **Searches**: These include Rub Down Search (on all persons); Snap Search (an impromptu search on inmates and cells); and Strip Search. In addition, searches are conducted on a daily, weekly and monthly basis at all institutions.

(g) **INDIA**

In India, proper frisking and checking are carried out on all prison staff and inmates entering the prison, to detect drugs, alcohol, blades, knives and other prohibited items. This procedure also applies to those returning from court appearances and hospital visits.

The ‘head to toe’ frisking and checking procedure involves staff using hand-held metal detectors and walk-through metal detectors. All head gear and footwear must be removed for scanning. Inner collars, sleeve cuffs, pockets and other stitched areas of the shirt/gurtha of the prisoner are checked.

4. **REDUCING DEMAND THROUGH TREATMENT AND EDUCATION**

Reducing drug supply is just the starting point. A holistic and effective approach must also reduce demand through education and treatment. Some countries have alternatives to prison such as drug treatment/rehabilitation centres and specialist ‘drug courts’. These may be operated by correctional services or by other government agencies. In some countries, prisons are also being developed to focus on drug rehabilitation.
An area of some controversy is the use of other drugs under medical supervision. These drugs include Methadone (a less harmful ‘substitute’ for heroin) and Naltrexone (which works by blocking the impulse to take drugs). Some countries use these options, but others insist on total abstinence.

For this part, delegates were invited to:
- Describe current programs, initiatives and plans.
- What measures have proved successful, and why.
- Whether drugs such as Methadone and Naltrexone are being used under medical supervision, and their success rate.

(a) MALAYSIA

(i) Rehabilitation Treatment Program

Malaysia reported that peer pressure, disrupted family unit, self-inclination, religious reasons and the environment were the contributing factors to drug abuse. Thus, the Human Development Program ensures that family and religious components play a pivotal role in influencing the inmates to turn away from drugs. The program starts from their admission to prison and ends upon their release.

However, it is important to distinguish between short-sentenced inmates from long-sentenced inmates as it effects the inmates’ rehabilitation and treatment within the Human Development Program’s framework:
- A short-sentenced inmate is one who has been sentenced to imprisonment for a period of less than six months, or for consecutive periods totalling less than six months.
- A long-sentenced inmate is one who has been sentenced to imprisonment for a period of or exceeding six months, or for consecutive periods the total of which amounts to or exceeds six months.

As shown in the Table above, the educational modules conducted by the Malaysia Prison Department adopt three approaches: Family Relationship Therapy; Spiritual/Religious Therapy; and Medical Treatment of the inmates.

- Family Relationship Therapy: ‘HUNT’ is the acronym for ‘Help Yourself, No Suffer and No Tears’. Phase 1 contains the HUNT Drugs Module which is the initial rehabilitation and educational program for short sentenced drug inmates as these inmates do not participate in Phase 2. The HUNT Module is conducted as a psychoeducation group therapy of 8 to 12 inmates who have
addiction issues and are in the early stages of recovery. Topics include the reasons people abuse drugs, the effects of drugs on the brain and body, and health information on blood borne (e.g. HIV) and airborne viruses (e.g. TB), and negative effects of prolonged drug abuse.

- **Therapeutic Community Module:** This is the core treatment for inmates in Phase 2. It aims to help inmates to be free from their addiction, have the confidence to not re-offend and to cope with the challenges in prison.

- **Maintaining family relationships through visits and communication:** Inmates are entitled to have a 45-minute family visit and to communicate via prepaid telephone calls and letters. Extra family visits are granted depending on the inmate’s progress. To encourage good behaviour and discipline, qualified and selected inmates are allowed family contact visits on approved dates during the festive seasons.

- **Spiritual/Religious Therapy:** In Phase 2, inmates who are Muslims attend the Halaqah program which strengthens their knowledge and identity as Muslims through the fundamental teachings of Islam. To maintain sustainability, a supporting program called Rumah Ngaji (Centre for Quran Study) is conducted through lectures, seminars and Islamic festive activities.

  For non-Muslims, there is collaboration with Christian, Buddhist, Hindu and Hare Krishna religious bodies to conduct seminars and religious activities on a weekly basis.

Continuous improvement is always being implemented for drug inmates. Currently, collaboration is being undertaken with other government agencies such as the National Anti-Drug Agency and the Ministry of Health Malaysia in order to improve the management of the drugs offenders’ rehabilitation and treatment.

**(ii) Harm reduction through Methadone Maintenance Therapy (MMT)**

The first Methadone Maintenance Therapy was introduced in 2008 at the Pengkalan Chepa Prison where methadone was prescribed to 50 inmates as an alternative to their dependence on opioids. Since then, the MMT has been expanded nationwide, with 250 participants, in collaboration with the Ministry of Health. Currently, MMT is the only initiative available for drug rehabilitation and treatment.

Malaysia reported that the success of the above initiatives has been measured by the low recidivism rates and the small number of Parole Orders being revoked. In the first quarter of 2018, it was reported that the recidivism rate was 9.42% whilst the recidivism rate on 25 July 2018 was 0.44%. As at 29th June 2018, Malaysia reported that there were 2,870 parolees and that 21 parole revocations.

**(b) MONGOLIA**

Currently, Mongolia does not have a dedicated prison or detention centre for those who are addicted to drugs and alcohol. However, it has implemented various strategies in its efforts to combat problems related to drugs and alcohol, through treatment and education.

**(i) National Program to Combat Illegal Drugs and Narcotics**

In 2017, the Mongolian government authorised a *National Program to Combat Illegal Drugs and Narcotics* (the *National Program*) to be implemented in two stages:

- **Stage 1 (2017 – 2019):** Targeted areas include:
  - Improving the legal environment to combat illicit drug trafficking;
Identifying ways to raise public awareness about the harmful effects of narcotics and psychotropic substances; and
Organising intensive and effective prevention measures.

**Stage 2 (2019 – 2021):** The following initiatives will be implemented:
Supply the necessary equipment (e.g. communication) to combat illicit trafficking of narcotic drugs and psychotropic substances;
Implement voluntary and compulsory treatment programs for those who are drug dependant;
Provide psychological assistance; and
Establish a social services delivery centre.

Importantly, the National Program is also directed to prisoners and drug addicts. For example:

- Mongolia is currently devising treatment programs to deliver therapeutic modules to prisoners who are dependent on narcotic drugs, psychotropic substances and alcohol. Each prisoner will be assessed so that appropriate professional services and social programs can be provided to them to address their needs. For example, a **Compulsory Training for Behavioural Conduct Program** aims to instil acceptable conduct in those prisoners.
- Other treatment programs will also be devised for prisoners according to the type of offences they have been convicted of, their personal status, age, gender, conviction status.

**(ii) Programs for prisoners in Mongolia**

Mongolia has conducted the following training programs for prisoners in collaboration with other government agencies and NGOs:

- 150 hours program on **Leadership, Righteous Community, and How to Develop the Right Behaviours**;
- 100 hours program on **Self-development and Changing Attitudes**
- 80 hours program on **What is the mind?, Structure and function of Cone-shaped gland, How to handle your thoughts?**
- 80 hours program on **Who Is a Man?, Family Values Forgiveness and the Past, Family filled with love, and Vision and Purpose.**
- 200 hours program session on the **Reasons for being Mongolian.**

In addition, the courses and lectures have been organised by the Socio-Psychological Unit at the prisons. They include areas on controlling emotions; family relations; addiction and sleep crisis; anger; communication; stress and anxiety; mental strength; wisdom of living; ethics; sorrow and remorse.

**(iii) Meditation sessions at Detention Centres**

Since 2015, meditation sessions have been conducted at detention centres in individual and group settings, in collaboration with the Meditation Society and Mongolian Vipassana Research Centre. Apart from meditation sessions, other programs have been conducted on Vipassana, managing anger, communication skills and self-change.

Mongolia reported that 3,870 prisoners have attended the meditation session, with 107 being drug inmates and 1,603 being inmates convicted of offences committed whilst intoxicated. Participants reported that the meditation sessions have been the most effective rehabilitation program as they promoted good behaviour, self-esteem, anger management, remorse, respect for others, and optimism for the future. Importantly, it helped them to give up negative habits such as drug and alcohol addiction and behavioural issues.
Programs to improve the professional skills of correctional staff

Mongolia reported that the following strategies have been implemented to improve the professional skills of its correctional staff:

- Platforms for staff to exchange experiences.
- Improving the delivery of psychological services.
- Elevating the quality of compulsory trainings. For example, a 5-day Compulsory Training for Affecting Behaviours was organised jointly with a Psychological Institute. This ‘train the trainer’ program was attended by 23 psychiatrists from the Detention Centres, who were awarded with a Certificate for teaching.

In addition, a Handbook on Drug Abuse will be available for social workers and psychologists to influence prisoners’ behavior. The handbook has been written in cooperation with an NGO.

(c) NAURU

To reduce demand of drugs in its correctional centres, all newly admitted inmates are informed of the centres’ rules, practices and procedures as well as the inmates’ rights and obligations. A breach of the rules and procedures is treated as a correctional centre offence.

(d) PHILIPPINES (Bureau of Corrections (BuCOR))

The following initiatives have been adopted by Philippines (BuCOR) to reduce the demand of illicit drugs through treatment and education:

- BuCOR has adopted a Drug-free Workplace Policy and has implemented its Guidelines in the Conduct of Drug Testing Program. Thus, all personnel are tested at least annually, to ensure a drug-free environment.

- Various seminars, workshops and training courses about drugs have been attended by staff. For example, between April and June 2018, nine educational programs have been conducted including:
  - Stakeholder Consultation on Women Incarceration and Drug Policy.

- Drug abuse can have a negative impact on a person’s mental state. The Table shows the number of inmates at the New Bilibid Hospital with diagnosis of psychoactive substance use disorder.

<table>
<thead>
<tr>
<th>YEAR</th>
<th>NUMBER OF PATIENTS WITH PSYCHOACTIVE SUBSTANCE USE DISORDER</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>11</td>
</tr>
<tr>
<td>2015</td>
<td>21</td>
</tr>
<tr>
<td>2016</td>
<td>20</td>
</tr>
<tr>
<td>2017</td>
<td>10</td>
</tr>
<tr>
<td>Jan – June 2018</td>
<td>4</td>
</tr>
</tbody>
</table>

Philippines (BuCOR): Number of Patients at New Bilibid Hospital with Psychoactive Substance Use Disorder
(e) SRI LANKA

In Sri Lanka, the inmates are segregated according to the type of offences they have committed. There are laws which require drug offenders to receive appropriate treatment whilst in prison.

(i) Rehabilitation Programs

As a policy, the Sri Lankan Prison Department does not use alternative medical substances (such as Methadone Treatment) for drug rehabilitation. The Prison Department has a few fully dedicated facilities to rehabilitate young inmates who have abused drugs, to given them a chance to rehabilitate and re-start their lives afresh. It was reported that about 300 youths were being rehabilitated at those facilities.

All the major prisons in Sri Lanka provides rehabilitation programs for all the inmates. They include the following:

- Education, seminars, physical fitness training and other activities (e.g. stage drama and scouts)
- Vocational training (agriculture, information technology, landscaping, barber, carpentry, wood-carving, masonry, and blacksmith gem cutting, weaving, sewing and beauty therapy)
- Spiritual and religious activities (Buddhist, Hindu, Catholic, Islamic)
- Counselling sessions

(ii) Paboda Drug Rehabilitation Centre

Inmates who are addicted to drugs may be directed by the Prison Department to be detained at Drug Rehabilitation Treatment Centres, such as the Paboda Drug Rehabilitation Centre. They attend psychological services, physical training, vocational training, spiritual development and building family relationships. Most of the drug inmates have successfully completed the program. Aftercare support and guidance to the participants are provided by the Social Service Department of Sri Lanka.

There are several Drug Treatment Centres in rural areas which do not fall under the jurisdiction of the Prisons Department. For example, the Kandakadu Compulsory Drug Treatment Centre is only for drug addicts who have been ordered by the Courts to attend treatment for their addiction. The Centre offers the same programs as the Paboda Drug Rehabilitation Centre. Likewise, aftercare support services are provided by the Social Service Department of Sri Lanka.

(iii) Pallekele Open Prison Camp

The Pallekele Open Prison Camp offers rehabilitation and training to drug offenders. There are other open prison camps that accommodate low risk offenders (e.g. Ambepussa, Boossa, Weerawila and Thaldena Prison Camps).

(f) HONG KONG (CHINA)

Hong Kong (China) presented programs for: (1) Drug-abused offenders, and (2) Alcohol-abused offenders.

(1) Drug-abused offenders

Persons in custody (PICs) identified with drug abuse issues, attend rehabilitation programs to overcome their drug problems and to help them prepare for reintegration. In 2006, Hong Kong (China) introduced a “Risks and Needs Assessment and Management Protocol for Offenders” (the Protocol)
which provides a scientific and evidence-based approach to prison management and offender rehabilitation. It identifies PICs who are prone to custodial and re-offending risks, and delivers rehabilitative programs that address the PICs’ rehabilitation needs.

The following rehabilitation programs are provided under the Protocol:

(i) **Drug Relapse Prevention Group**: PICs identified with re-offending risks and/or criminogenic needs under the Protocol, will be allocated to attend a *Drug Relapse Prevention Group* organised by HKCSD and non-government organisations (NGOs). The main objectives are:
- to raise the participants’ cognitive awareness of their rehabilitative needs; and
- to enhance their motivation to turn over a new leaf.

After their release, the participants can request for support in the community for six months, to help them with relapse prevention strategies on drug abuse and re-offending.

(ii) **Drug Addiction Treatment Centre Program**: Drug offenders convicted of minor offences may be ordered by the court to be detained at a Drug Addiction Treatment Centre (DATC) to attend drug abstinence treatment program:
- It aims to detoxify and restore the PICs’ physical health and to overcome their drug dependence.
- The PICs attend a Drug Relapse Prevention Program (discussed below), medical services, work therapy, vocational training, physical education, recreation and education.
- The duration of the program is between two months and 12 months, followed by a year’s statutory supervision. A Board of Review determines each PIC’s detention period by examining his/her progress and likelihood to remain drug-free after release.

(iii) **Drug Relapse Prevention Program**: The program contains plays, case studies, self-analysis, coping with negative peer influence, cravings, and positive lifestyle changes. The aim is to increase and consolidate their motivation to change, identify high risk situations and behavioural changes, to maintain drug abstinence.

The ‘Mindfulness Corner’ is a new initiative to enhance the delivery of psychological treatment for female PICs detained at DATC. It can be integrated into the existing Drug Abuse and Rehabilitation Program and the individual treatment of drug use and mental disorders.

(iv) **Medical Services for drug offenders**: The PICs detained at the DATC tend to have physical, mental and dental issues related to drug toxicity and the mode of drug use (such as Hepatitis B and C, depression, anxiety, hallucinations, poor dental hygiene). Upon admission, full medical services are provided to all PICs so that appropriate health plans can be created including referrals to specialists.

(v) **Work therapy and vocational training**: Being employed is crucial to a released PIC’s rehabilitation and reintegration in the community. Thus, all PICs are provided with the following vocational and work training:

- **Vocational training and education to enhance their chances of employment upon release**: The Hong Kong Correctional Service Department (HKCSD) works in partnership with the Employees Retraining Board, Construction Industry Council Training Academy and the Vocational Training Council to develop suitable, market-orientated and accredited training courses.

More than 40 types of courses are offered to adult PICs, whilst young PICs have 20. The courses include training in removal and logistics; café; cosmetics; retail and office operations;
and renovations. The employment rate for the adult and young PICs who completed the training courses was reported to be 80% and 90%, respectively.

- **Meaningful work training opportunities**: The aim is to develop the PICs’ good work ethic and to understand responsibilities and teamwork. In addition, it enhances their post-release employability and facilitates their rehabilitation.

  PICs detained at DATC are assigned to work training which fits their skills, capabilities and physical fitness. The types of job trainings include book binding, garment, laundry, envelop making, gardening, fibre glass work, kitchen and cleaning work.

(vi) **Formal Education and Recreation**: Formal education in English, Chinese, mathematics and computer applications are taught with a focus on moral education to nurture positive values and responsibility in young PICs. Adult PICs may volunteer to attend distant learning courses.

  To promote and maintain the health of PICs at the DATC, the HKCSD has established a volunteer group with 250 community members to work with correctional staff to provide suitable activities. They include gardening, fishery and beauty care.

(2) **Alcohol-abused offenders**

PICs with a history or symptoms of alcohol abuse will be admitted to the centre hospital for close monitoring and observation by healthcare staff. Alcohol withdrawal may seriously impact on a person’s health (such as shaking, shivering, irregular heart rate, very high body temperature or seizures).

Correctional staff are provided with information cards to recognise and treat PICs who have these alcohol withdrawal symptoms. Medical staff stationed at correctional institutions are also trained to conduct clinical assessments. PICs with serious alcohol withdrawal symptoms will be transported to external hospital for treatment.

(g) **MACAO (China)**

As discussed above, since 2012, Coloane Prison’s Rehabilitation Unit has been collaborating with the Social Service Bureau and NGOs to facilitate the diverse development of drug rehabilitation services for its inmates. These services are conducted on three levels – Assessment, Prevention and Intervention.

(i) **Assessment**

Every new inmate undergoes an assessment by Coloane Prison’s social workers or psychological counsellors which also identifies inmates who have a history of drug abuse. Thereafter, regular meetings and counselling services are provided. The Rehabilitation Unit also assesses the inmates’ adaptation to prison life, family relationships, the impact of drug abuse on their mental and physical health, and the negative influence of drugs on their families and social functions. They are then referred to the relevant rehabilitation and treatment programs.

(ii) **Prevention**

The programs offered by the Rehabilitation Unit adopts a cognitive behaviour approach, and educational and psychological counselling to create a positive environment to help the participants:

- to learn about the hazards of drug abuse, and to overcome their drug habits,
- to replace bad behavior with good behavior, and to acquire new life experiences,
• to cope with pressures in life and interpersonal relationships,
• to develop relapse prevention strategies and avoid re-offending.

Coloane Prison also liaises with other government agencies and NGOs to prepare the inmates for their social reintegration.

(iii) Intervention Therapy

The Intervention Therapy was initially only offered to inmates with drug abuse history. However, in 2012, it was extended to all inmates and their families. The Intervention Therapy involves a reunion between the participants and their families. It focuses on self-reform and self-reflection, adopting a new attitude, correcting deviant behavior, re-establishing familial values and restoring family functions. This prepares the participants for their eventual release and to adopt a drug-free and crime-free lifestyle.

Coloane Prison has actively involved social reintegration departments and NGOs in devising the inmates’ social rehabilitation schemes (e.g. pre-release counselling, post-release support, drug rehabilitation services). The Rehabilitation Unit intends to extend the counselling services to the inmates’ families.

Coloane Prison has several inmates from Hong Kong (China). It has collaborated with the Department of Social Reintegration of Social Welfare Bureau and the Society of Rehabilitation and Crime Prevention of Hong Kong (China) to help these inmates:
• to connect with their families to restore relationships;
• to facilitate group activities in Coloane Prison to explore their life plans;
• to provide support services to inmates (such as drug rehabilitation and relapse prevention services) in Hong Kong (China).

Thus, the above initiatives are conducive to the participants’ reformation with family and community support structures.

(iv) Methadone Treatment Scheme

In late 2009, a Methadone Treatment Scheme was launched in collaboration with the Social Welfare and Health Bureaus. The voluntary scheme targets new inmates experiencing heroin withdrawal symptoms through detoxification and helping them to adapt to prison life.

Between late 2009 and December 2017, 60 inmates (58 males and 2 females) had taken part in the scheme. Out of the 60, 58 inmates completed the scheme. The majority (93%) were residents, whilst 5% were from Mainland China and 2% were other nationals.

(v) Combination of Artistic Elements and Therapy Modes

Macao (China) has introduced a novel program that combines the inmates’ artistic abilities with therapy. Therapeutic modes include narration, storytelling theatres, and screening documentaries about the country’s residents with drug abuse history and hardship, and the inmates’ release into the community.

62 One participant withdrew from the scheme, and one was still undergoing treatment.
The storytelling theatres enables the inmates to share their personal experiences into the story-making process. This builds their self-confidence, vent their emotions, and enhances their expressive and organisational abilities. Importantly, the activity approach and mock scenarios help the inmates to affirm their self-worth, practice positive thinking and self-reflection, to become more resistant to the temptation of drug use and thereby lead a drug-free life.

**(vi) Statistics: Participation in Drug Rehabilitation Services between 2008 - 2017**

The Table below shows the number of inmates who participated in the Drug Rehabilitation Services between 2008 and 2017.

<table>
<thead>
<tr>
<th>Year</th>
<th>Inpatient Treatment</th>
<th>Preventive Education</th>
<th>Therapy Group</th>
<th>Methadone Treatment Scheme</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2009</td>
<td>6</td>
<td>0</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>2010</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>5</td>
</tr>
<tr>
<td>2011</td>
<td>2</td>
<td>11</td>
<td>0</td>
<td>16</td>
</tr>
<tr>
<td>2012</td>
<td>0</td>
<td>29</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>2013</td>
<td>0</td>
<td>0</td>
<td>16</td>
<td>8</td>
</tr>
<tr>
<td>2014</td>
<td>0</td>
<td>0</td>
<td>17</td>
<td>9</td>
</tr>
<tr>
<td>2015</td>
<td>0</td>
<td>47</td>
<td>18</td>
<td>9</td>
</tr>
<tr>
<td>2016</td>
<td>0</td>
<td>35</td>
<td>41</td>
<td>5</td>
</tr>
<tr>
<td>2017</td>
<td>0</td>
<td>72</td>
<td>27</td>
<td>4</td>
</tr>
<tr>
<td>TOTAL</td>
<td>11</td>
<td>194</td>
<td>119</td>
<td>66</td>
</tr>
</tbody>
</table>

Macao (China): Number of inmates participating in Drug Rehabilitation Services

**(h) FIJI**

**(i) Rehabilitation Framework**

The 4-phased Rehabilitation Framework is discussed in detail under Agenda Item 2, above. All inmates in Fiji are required to attend the Rehabilitation Framework which provides a very holistic approach to help the offenders to fully understand the main purpose of their lives. The tailor-made program aims to create awareness of their offending behaviours, take ownership of the crimes committed, make positive changes, and create successful post-release programs.

However, alcohol and drug offenders attend a different Phase 2 of the program which has the following therapeutic and educational components:

<table>
<thead>
<tr>
<th>Cognitive Restructuring:</th>
<th>Cognitive Behavioural Therapy</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Disputing the irrational thoughts</td>
</tr>
<tr>
<td></td>
<td>Correcting a wrong thinking pattern</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Mental Health and Drug Program:</th>
<th>The long-term and short-term effects of drugs into the brain and the whole body system</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Preventative measures to stress related issues</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Problem Solving Skills:</th>
<th>A progressive skill building program</th>
</tr>
</thead>
</table>

Fiji: Phase 2 of Rehabilitation Program for Alcohol and Drug Offenders
The above program is conducted by a Senior Psychologist, the Salvation Army and volunteers. The inmates attend addiction counselling sessions with psychologists.

(ii) **Inmates with mental health issues due to alcohol and/or drug abuse**

Fiji recognises that there is a link between mental illness and the use of addictive drugs and/or alcohol that can lead to harm (such as addiction, debt, physical harm, committing crimes, and relationship problems). Thus, the combination of having a mental illness, substance abuse and not taking medication can increase the risk of violence towards others and the commission of offences.

Fiji reported that it had 21 inmates diagnosed with mental illness resulting from substance abuse. The Mental Health Team from the Psychiatric Hospital monitors these inmates every month to ensure that their mental conditions are stabilised with medications. There is a Medical Team within the correctional system which monitors these inmates, daily.

(i) **INDIA**

The presentation from India focussed on Tihar Jails. The Drug De-Addiction Centre, which is located within the premises of Tihar Jail, has 120 beds for drug inmates. The Centre provides the following inpatient management and treatment services:

- About 500 inmates are admitted to the Centre each month, for seven to 10 days.
- Each inmate attends physical and mental examination, and routine investigation/testing for HIV.
- Pharmacological management of withdrawal symptoms are carried out including other co-morbid symptoms and psychiatric conditions.
- Counselling and psychotherapy are provided to motivate the patients and preventing relapse.
- Long term rehabilitation is provided to the patients with the involvement of NGOs.

**Detoxification Process:** The patients are placed on substitute medication to prevent withdrawal symptoms and any medical emergencies. The dosage is decreased gradually over seven to 10 days. The patients also attend cognitive behavioral therapy to develop relapse prevention strategies.

**Oral Substitution Therapy:** Oral Opioid Substitution Therapy is provided for high risk drug abusers. After detoxification with buprenorphine, the patients continue with the drug to reduce their drug cravings and drug abuse. As this therapy is legally prescribed and socially accepted, it is hoped that it will reduce the transmission of HIV through intravenous use, and other infections.

Education also play an important role in reducing substance abuse. Thus, the inmates are given opportunities to pursue formal education and vocational training so that they can earn some money without resorting to crime. The following examples were provided during the session:

- Since 2011, the Adult Literacy Program (*Padho Aur Padhao*) has been running successfully, focusing on illiterate inmates. Over the past five years, the illiteracy rate has fallen from 40% to 6%. Since 2011, about 11,600 inmates have enrolled in this program, with 9,600 successfully passing examinations and gaining certificates.
- Tihar Jails have successfully marketed the brand name ‘TJ’s’ where inmates have been involved in the production of bakery products, snacks, spices, toiletries. The jails also have units in tailoring, carpentry and paper. When India hosted the conference in 2013, delegates had the opportunity to observe the activities at these units and to sample the various edible products.  

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Apart from the above, the inmates engage in activities such as music, art, yoga and meditation classes. Relevant awareness programs through the media on topics such as drug abuse and illicit trafficking, have been organised.

5. PREPARATION FOR RELEASE AND COMMUNITY CORRECTIONS

In order to reduce the risk of ex-prisoners relapsing into substance, it is important to prepare them for release and to provide them with support and monitoring after release. Non-government organisations (NGOs) and community based organisations play an important role in this.

For this segment, delegates were invited to discuss the services, support structures and monitoring arrangements provided to offenders with drug or alcohol problems in the community (such as drug testing, counselling and rehabilitation services).

(a) MALAYSIA

The Malaysian Prison Department (MPD) has implemented the following initiatives to prepare inmates for their eventual release into the community.

- **Dual National Training Program:** This industry-orientated program combines workplace and institutional training for drug inmates such as carpentry, welding, tailoring, bakery, catering and driving skills. Inmates qualify with Certificates of Vocational Training under the Ministry of Human Resource. Having an accredited qualification enhances an inmate’s employment prospects.

<table>
<thead>
<tr>
<th>Month</th>
<th>Number of Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>January</td>
<td>7,937</td>
</tr>
<tr>
<td>February</td>
<td>7,974</td>
</tr>
<tr>
<td>March</td>
<td>8,267</td>
</tr>
<tr>
<td>April</td>
<td>8,244</td>
</tr>
<tr>
<td>May</td>
<td>8,267</td>
</tr>
<tr>
<td><strong>Total number of participants (January - May 2018)</strong></td>
<td><strong>40,689</strong></td>
</tr>
</tbody>
</table>

The success of the program is reflected in the total number of participants who graduated between January and May 2018. In addition, it meets the government’s policy in minimising the country’s dependency on foreign workers.

- **Statutory Order for After Release Care and Supervision:** The law implicitly provides that inmates who have been convicted of drug-abuse, are to be provided with release care and supervision upon their release.

  The court may impose a Supervision Order with conditions (such as place of residence, attend drug testing, and attend drug rehabilitation program). A breach of the condition is an offence which attracts a term of imprisonment not exceeding three years; or to whipping, not exceeding three strokes; or both.

- **Financial Assistance:** The MPD and manufacturing companies have a joint venture whereby manufacturing workshops have been built within the prison compounds. This allows the inmates

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to gain work experience and earn an income during their incarceration period. Importantly, it creates employment opportunities with these companies upon their release.

In addition, released inmates who are committed to starting a small business may be offered small scale business loans through the Ministry of Agriculture. A Discharged Inmates’ Aid Society is a non-government organisation (NGO) that was established to provide financial assistance to the ex-inmates.

- **Working outside the prison compound**: Suitably qualified inmates can work outside the prison compound with minimal supervision by escort staff. This is an extension to working within the prison, and helps the inmates to develop their self-confidence and social skills in a positive way. The types of work include gardening, general cleaning, working as a florist and barber.

- **Community Corrections-based Initiatives**: There are two supervised programs in the community, with conditions attached, for those released on licence and those released on parole. However, currently, the MPD has no statutory authority to monitor these ex-inmates.

  Hence, the MPD collaborates with other government agencies, NGOs, religious bodies and other community service agencies to ensure sustainability and continuity of the ex-inmates’ rehabilitation and reintegration in the community.

- **Family engagement**: Encouraging family members to engage with and support the drug inmates have helped them to lead drug-free lives in the community.

(b) **NAURU**

Nauru reported that prior to their release, the inmates attend counselling sessions twice per week on safety and the negative impact of drug use, and handouts on criminal offences and punishment are distributed. Positive peer influence is relied on to change the mind-set of the offenders, in a friendly environment.

(c) **PHILIPPINES (Bureau of Corrections)**

The Philippines (BuCOR)’s *Therapeutic Community Program* contains a *Behaviour Modification Program* which is available to drug inmates:

- It has a rehabilitation program with the main rules ‘No Drugs, No Alcohol, No Violence’.
- It identifies the participants’ negative behaviours that are the root cause of weak coping mechanisms which lead to drug abuse. The mistakes made by the participants are addressed with immediate corrective actions and counselling.
- Those who repeatedly violate the main rules are sanctioned with the cancellation of some privileges (such as no lunch break or television viewing). These sanctions are given to encourage the participants to be aware of their actions and be responsible for them.
- Although the program is demanding, it is conducted in a nurturing environment.
- During the program, the participants also engage in vocational training courses in refrigeration and air-conditioning.

(d) **SRI LANKA**

Sri Lanka Prisons has a separate Welfare Department working independently with the inmates to prepare them for their release and reintegration into the community. The Welfare Department has a few programs to cater for the needs of the inmates to ensure that that they stay away from drugs and do not re-offend.
(e) HONG KONG (CHINA)

To assist the persons in custody’s (PICs) successful reintegration into the community, the following strategies have been implemented:

- **Pre-release Re-integration Orientation Course:** The course helps PICs to better understand the environment they would be facing in the community. The PICs learn about social welfare services, legal assistance, current labour market, job interviews techniques, medical services, community resources and interpersonal skills.

PICs at the DATC are provided with comprehensive assistance from the Society of Rehabilitation and Crime Prevention which is an NGO. Services include individual and family counselling, mental health services, hostels, recreation, vocational training and employment, and volunteer programs.

- **Employment assistance:** The HKCSD collaborates with potential employers and stakeholders in the community to provide job opportunities to PICs. This is done through symposiums and job fairs with potential employers in attendance. Video-conferencing technology is used to conduct job interviews with PICs.

In addition, since 2012, potential employers are encouraged to register themselves as ‘Caring Employers’ to offer job opportunities throughout the year. To date, more than 700 employers have participated in this scheme offering over 2,000 jobs, resulting in over 600 PICs being employed.

- **Statutory Supervision:** A compulsory 12-month statutory supervision scheme applies to all PICs following their release from the DATC. To help released PICs in their rehabilitation and reintegration process, appropriate aftercare support is provided together with close surveillance and timely intervention. Rehabilitation officers work closely with the released PICs and their families to strengthen their relationships.

During the 12-month supervision period, the supervisees must comply with certain conditions such as attending medical examination to prevent relapse, agreeing to urinalysis, engaging in gainful employment and not to re-offend. Those who breach any condition, may be recalled to the DATC for further treatment.

- **Continuing Care Project:** As the name implies, supervisees who have completed their statutory supervision period can access assistance (such as counselling) from seven NGOs. They also participate in healthy activities to cultivate healthy lifestyles and establish new social circle to develop their interests and potential.

HKCSD is currently liaising with seven recognised NGOs to participate in this Project.

(f) MACAO (CHINA)

As mentioned above, the diverse activities and therapies help the inmates to overcome their drug issues, change for the better and access community networks. Macao (China) reported that the released inmates have gradually adapted to a healthy and drug-free lifestyle even without a supervision scheme. Furthermore, the expanded social support networks and a good environment created by key stakeholders in the community serve as the solid foundation for inmates’ return to society.

Importantly, Coloane Prison, the Social Welfare Bureau and some NGOs have set up a new *Voluntary Home Outside the Wall Scheme* to help inmates to strengthen family relationships and thereby establish a safety net which they can turn to when they are having difficulties. This avoids their resort to drugs to escape their struggles. This voluntary scheme will be launched in 2019. Inmates who join
the scheme will be referred to the Social Welfare Bureau. Social workers from the NGOs will contact the inmates’ families to provide support, repair relationships and coordinate social resources.

(g) FIJI

Fiji recognises that drinking alcohol and Kava is part of the Fijian tradition. Over the years, other substances have become readily available in Fiji such as marijuana, cigarettes, glue and methamphetamines. Thus, the Fiji Corrections Service (FCS) has enhanced its care and services to the inmates by implementing innovative interventions to break the cycle of substance abuse and offending in the community. For example:

- FCS’ Yellow Ribbon Symposium65 saw the establishment of the Through Care Community Committees to ensure consistent engagement, monitoring and community supervision of released inmates. The Community Awareness programs conducted in the settlements, villages, churches, schools and identified groups have raised the awareness of the general community on the hardship faced by released inmates. The main message is to give released inmates a ‘second chance’ by accepting them and supporting their reintegration processes to lead crime-free lives.

- Faith-based Organisations (such as the Salvation Army and the Catholic Church) provide Alcohol and Drug Rehabilitation Programs to released inmates, in the community.

(h) INDIA

India reported that the following new initiatives have been implemented successfully at Tihar Jails to prepare the inmates for release:

- Counselling and psychological First Aid services: Delhi Prisons recently started Project Samarthan in collaboration with a mental health foundation. The project adopts the World Health Organisation’s approved psychological first aid tool which has been modified to suit the Indian prison environment. The project aims to:
  - Increase staff competencies;
  - Involve inmates;
  - Deploy up to six counsellors at each jail in Delhi; and
  - Identify and meet the needs of chronic inmates through active intervention.

- A School of Perfume and Fragrances at Tihar Jails produces the brand name ‘Wah-O’.

- A Fashion Laboratory School at Tihar Jails allows inmates to showcase their creativity.

- ‘Tihar Idols’ is a competitive program which allows the inmates to show their singing talents.

- Tihar School of Art encourages inmates to hone in their artistic talents.

6. THE WAY FORWARD

In Malaysia, the number of drug-related offenders has been increasing each year. It has successfully implemented several programs (vocational training, paid work programs, financial assistance, family engagement) to enhance these offenders’ employment prospects and reintegration process. Continuous efforts have also been made to prevent drug abuse and drug smuggling in prisons. All these efforts have resulted in low recidivism rates, the success of its parole system and for released inmates to pursue drug-free lives. For the future, Malaysia recognises that the war on drugs needs a

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65 Fiji has its Yellow Ribbon Project which is based on the Singapore Prison Service’s successful Yellow Ribbon Project which was launched in Singapore in 2004. Detailed information about Singapore’s and Fiji’s Yellow Ribbon Project can be found in previous APCCA Reports from 2004 onwards. They are available at www.apcca.org.
multi-disciplinary joint collaborative partnership with relevant agencies within the country and with neighbouring countries in the region.

**Mongolia** currently does not have a dedicated prison or detention centre for inmates who have abused drugs and alcohol. As discussed above, a few programs have been implemented for this cohort. However, Mongolia recognises that other strategies need to be put in place in the near future, to achieve better outcomes. Firstly, segregating the drug prisoners from the alcohol prisoners. Secondly, to conduct blood tests on incoming prisoners to detect infectious diseases.

**Philippines (Bureau of Corrections)** will continue its *Therapeutic Community Program* as it contains a *Behaviour Modification Program* which helps the drug inmates to be aware and to take responsibility of their actions. The program is demanding but has a nurturing approach within a family setting.

**Singapore's desistance study** identified individual, social and environmental factors that promoted desistance in drug offenders. In other words, “an individual’s ability to deal with triggers, gainful employment, quality family relationships, and pro-social support from community networks (e.g. counsellors) served as protective factors supporting desistance from drug offending.” a number of individual, social and environmental factors that can support a drug offender’s desistance journey.”

The findings validate Singapore’s current rehabilitation strategies and identify new rehabilitation frontiers to enhance desistance. Importantly, the study showed that “an evidence-based approach towards drug offenders’ rehabilitation and reintegration will strengthen Singapore’s zero-tolerance approach towards drugs through progressive and effective correctional work.”

Over the next two to three years, plans are underway in **Sri Lanka** to increase the number of rehabilitation and correctional facilities, and to improve technological systems at the Treatment Centres. However, Sri Lanka continues to have several challenges. They include overcrowding, lack of technology, amending the Prison Rules to meet international standards and requirements, and staff motivation.

**Hong Kong (China)** reported that the success rate of persons in custody (PICs) detained at the Drug Abuse Treatment Centre has risen from 46.8% in 2013 to 53.2% in 2017. Over the years, it has implemented various technological systems to detect illicit drugs as well as programs to rehabilitate and support PICs with drug or alcohol issues whilst in detention and in the community.

To make better use of resources in the community, **Hong Kong (China)** continues to actively collaborate with different stakeholders to assist released PICs on employment, training and rehabilitation services. In addition, a two-year pilot consultancy commenced in October 2016 with the purpose of reviewing and developing rehabilitation programs at the Drug Addiction Treatment Centre. The study will reveal the effectiveness of the correctional or rehabilitation services and their impact in preventing recidivism and other risks factors, and enhancing reintegration and contribution to society.

**Macao (China)** is committed to extending its diverse drug rehabilitation, intervention and preventive education services to all its inmates, including the implementation of the voluntary *Home Outside the Wall scheme*. It is hoped that this will reduce the risks of drug abuse and thereby contribute to building a drug-free society. For the future, Macao (China) will collaborate more with the community to be involved in providing diverse and better correctional and drug rehabilitation services. It will continue to send its staff for training and to attend conferences on updates about new illicit drugs, drug rehabilitation programs and preventive education.
For the future, Fiji will explore and implement suitable technological systems to detect drugs in its correctional facilities. It continues to network with stakeholders and community members to provide support to released inmates in their reintegration process. Working in collaboration with the inmates’ families and relatives is equally important to prevent substance abuse and to protect community safety.

India has plans to implement new technological systems to improve the detection of illicit drugs and other contrabands from entering its jails.

In conclusion, it is evident from the presentations and discussions during the session:

- That the impact of drug and alcohol abuse has created some challenges for correctional services departments in the Asia Pacific region.

- That correctional departments have had to invest in drug detection strategies; assess and classify drug and alcohol inmates; implement suitable treatment and rehabilitation programs in the prisons; re-build family relationships; and provide continued support structures in the community to ensure released inmates do not relapse.

- That there are opportunities for further dialogue and collaboration to be held between APCCA members, to adopt best practices in combating drug and alcohol abuse.

There is no doubt that the issue of drugs and alcohol and their impact on correctional services will be an agenda item topic in the near future. Effective collaboration between the relevant agencies in the Asia-Pacific region can play a pivotal role in combating the drug and alcohol problem.
AGENDA ITEM 4:  
Training, developing and motivating correctional staff

1. INTRODUCTION

Success in prisons and community corrections depends on having skilled, committed, well-trained staff with strong ethical values and a clear sense of purpose. This topic provides an opportunity to share ideas for further regional collaboration.

This is always clearly recognised in initial training programs. However, the demands of the job change over time. It can be difficult and costly for correctional services departments to provide adequate ongoing training and development opportunities.

Motivation and positive shared values are vital to staff culture, good offender management, and organisational success. There is a risk that when people work in the closed environment of a prison over an extended period, they become jaded, bored or disillusioned. They may even lapse into careless practices which generate risk. Usually, these problems are simply the result of people doing repetitive work in a single workplace over a long period of time. However, long-serving prison staff frequently complain that they lack opportunities for promotion or professional development. They also see new staff being trained in a different way, with a stronger focus on corrections and rehabilitation as well as basic security. This can create cultural clashes and challenges for all staff.

Malaysia, Maldives, Nauru, Singapore, Solomon Islands, Sri Lanka, China, Hong Kong (China) and Fiji delivered PowerPoint presentations on this agenda item topic. The Philippines (Bureau of Corrections) and India submitted written papers.

2. TRAINING PROGRAMS FOR NEW STAFF IN PRISONS

The United Nations Standard Minimum Rules for the Treatment of Prisoners (the ‘Mandela Rules’) contains two provisions on the provision of education and training to correctional officers.

Rule 75 states:

1. All prison staff shall possess an adequate standard of education and shall be given the ability and means to carry out their duties in a professional manner.
2. Before entering on duty, all prison staff shall be provided with training tailored to their general and specific duties, which shall be reflective of contemporary evidence-based best practice in penal sciences. Only those candidates who successfully pass the theoretical and practical tests at the end of such training shall be allowed to enter the prison service.
3. The prison administration shall ensure the continuous provision of in service training courses with a view to maintaining and improving the knowledge and professional capacity of its personnel, after entering on duty and during their career.

Rule 76 states:

1. Training referred to in paragraph 2 of rule 75 shall include, at a minimum, training on:

66 The ‘Mandela Rules’ were adopted by the United Nations General Assembly on 17 December 2015 after a five-year revision process. They are known as the Mandela Rules in honour of the former South African President Nelson Mandela.
(a) Relevant national legislation, regulations and policies, as well as applicable international and regional instruments, the provisions of which must guide the work and interactions of prison staff with inmates;
(b) Rights and duties of prison staff in the exercise of their functions, including respecting the human dignity of all prisoners and the prohibition of certain conduct, in particular, torture and other cruel, inhuman or degrading treatment or punishment;
(c) Security and safety, including the concept of dynamic security, the use of force and instruments of restraint, and the management of violent offenders, with due consideration of preventive and defusing techniques, such as negotiation and mediation;
(d) First aid, the psychosocial needs of prisoners and the corresponding dynamics in prison settings, as well as social care and assistance, including early detection of mental health issues.

2. Prison staff who oversee certain categories of prisoners, or who are assigned other specialised functions, shall receive training that has a corresponding focus.

(a) MALAYSIA

(i) Prison Management Program

The Malaysian Prison Department’s (‘MPD’) training policies and objectives are:
- High level of competence and professionalism
- Disciplined and knowledgeable staff
- Pure values and positive attitudes
- Value creation and value added
- Career progression direction
- Creating an Annual Training Operational Plan

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Prison Warder</th>
<th>Prison Inspector</th>
<th>Prison Deputy Superintendent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum entry requirement</td>
<td>High School Certificate</td>
<td>Diploma</td>
<td>Degree</td>
</tr>
<tr>
<td>Prison Management Program</td>
<td>Yes (see below)</td>
<td>Yes (see below)</td>
<td>Yes (see below)</td>
</tr>
<tr>
<td>Duration</td>
<td>3 months</td>
<td>7 months</td>
<td>9 months</td>
</tr>
</tbody>
</table>

Malaysia: Training Levels for New Recruits

The Public Service Commission appoints new recruits for positions of Prison Warder, Prison Inspector and Prison Deputy Superintendent. The presentation from MPD focussed on the Prison Management Program which new recruits in these positions must complete. The Table above shows the different training levels for these positions.

The Prison Management Program covers the following areas for all the three positions:
- **Core module:**
  - Academic (Policy, Law, Security, Treatment & Rehabilitation; Parole & Community Services)
  - External training in Firearm and Foot Drill
- **Mandatory Module:** Mind Transformation Program, with written examinations
- **Module of Courage and Physical Endurance:** Martial Arts and Fitness Training

**Support Module**
- Moral, Ethical, Moral and Integrity, and Counselling
- Anti-riot / LSF Training Simulation\(^{67}\) and Firefighting Simulation
- Human Rights, Mandela Rules and Bangkok Rules - Good Practices
- Practical On-The-Job Training (2 weeks)
- Support from the International Committee of the Red Cross

In addition, Prison Deputy Superintendents must attend a *Management and Administration Module* which covers Human Resources Management; Government Financial Management; Government Procurement; Infrastructure Development/Maintenance; Asset Management; Quality Systems and Information and Communication Technology

The *Prison Management Program* can be broken down into the following percentages.

<table>
<thead>
<tr>
<th>Duration &amp; Module</th>
<th>Warder</th>
<th>Inspector</th>
<th>Deputy Superintendent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Duration</td>
<td>3 months</td>
<td>7 months</td>
<td>9 months</td>
</tr>
<tr>
<td>Core</td>
<td>33%</td>
<td>39%</td>
<td>38%</td>
</tr>
<tr>
<td>Mandatory</td>
<td>6%</td>
<td>6%</td>
<td>6%</td>
</tr>
<tr>
<td>Courage &amp; Physical Endurance</td>
<td>25%</td>
<td>22%</td>
<td>22%</td>
</tr>
<tr>
<td>Support</td>
<td>32%</td>
<td>30%</td>
<td>29%</td>
</tr>
<tr>
<td>Additional</td>
<td>4%</td>
<td>3%</td>
<td>5%</td>
</tr>
</tbody>
</table>

*Malaysia: Breakdown of Prison Management Program*

(ii) **Training Facilities**

There are several training facilities situated around the country:

- **Prison Officer Training Centre:** Conducts training for Prison Warders and other short term courses.
- **Malaysian Prison College:** Conducts training for Prison Deputy Superintendents, the Secondary Certificate of Prison Management and the Higher Certificate of Prison Management, and other short-term courses.
- **Correctional Academy of Malaysia:** When Malaysia hosted APCCA in 2008 at Langkawi, the Agenda Item sessions were conducted at the Academy. Delegates saw the well-appointed training facilities, accommodation and recreational facilities. The Academy conducts professional development courses for Senior Prison Officers and Administrators for local and overseas officers; Correctional Seminars and long term courses at Diploma and Certificate levels; and a Certificate in Human Development Plan towards Inmates through the Malaysian Cooperation Programs.
- **Correctional Institute of Malaysia:** This Institute trains prison personnel at Operational Level, and conducts short term courses.
- **Institution Training Unit:** Each prison has its own Institution Training Unit to run in-house training courses and refresher courses for prison personnel.

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\(^{67}\) ‘LSF’ stands for load sharing facility. The Platform LSF software is industry-leading enterprise-class software. LSF distributes work across existing heterogeneous IT resources to create a shared, scalable, and fault-tolerant infrastructure that delivers faster, more reliable workload performance and reduces cost. LSF balances load and allocates resources, and provides access to those resources.
• **University**: All staff have the opportunity to undertake a Diploma in Law and Correctional Science and a Post Graduate Diploma in Correctional Science at two local Universities.

**(iii) Training Programs for new staff working in Community Corrections**

Candidates who have applied for positions in community corrections undergo a stringent selection process. New recruits have to complete a comprehensive Community Based Corrections training program for three weeks. The staff are updated on community based sentences and parole matters through ongoing courses and training.

**(iv) Underperformance by Staff**

A Director General Standing Order contains a *Job Performance Improvement Plan* which aims to increase the performance and productivity of staff who underperform. Activities and support services include counselling, physical training, talk sessions, and spiritual and moral classes. Failure to comply will result in conduct and disciplinary procedures, and as a last resort, exit policy will apply.

**(b) MALDIVES**

Over the years, the Maldives Correctional Service recognised the need to develop legislation to support its operations and the prison officers in the performance of their duties.

Thus, in 2015, several changes occurred:

- The first *Prison and Parole Act* protected the officers in the performance of their risky duties.
- A new organisational structure was created to improve communication flow to senior management on comprehensive and updated information of all operational areas.
- New black uniforms replaced grey ones, making the prison officers look smart and professional.
- A new salary scale for prison officers to match police salary scale.
- Prison Officers now have a recognised career path.
- A cooperative society called ‘Prisco’ created a staff welfare fund. It has joint business ventures including prison catering and drinking water bottling plant. Prisco also provides medical insurance cover which includes family members. This is more extensive than the state medical insurance cover.

The Institute for Correctional Studies runs all the training courses for officers. It is responsible for delivering the training needs and enhancing the skills of correctional staff, and coordinating with the prison to facilitate educational and skill-based programs for the inmates.

The courses offered target three levels: *Recruitment, Staff Development*, and *Advanced*. In addition, *Refresher Programs* are organised include specialist programs in Human Rights, Life Skills and Communication.

**(i) Recruitment Level**

Trainees attend the 15-week *Certificate III in Custodial Management and Security Program* to gain the theory and skills required of a Prison Officer. It is expected that they graduate with the following skills:

- Make security decisions that comply with the law
- Good communication, self-defence and life skills
- Manage and handle critical situations
- Adapt to changes in the prison environment
(ii) **Staff Development Level**

Prison Officers with the potential to operate prison units, are required to attend courses at Staff Development Level. Different courses are offered, and these are depicted in the Table.

<table>
<thead>
<tr>
<th>Course</th>
<th>Objectives / Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Certificate I in Custodial Supervision</strong></td>
<td>• Make security decisions that comply with the law</td>
</tr>
<tr>
<td>Duration: 3 weeks</td>
<td>• Good communication, self-defence and life skills</td>
</tr>
<tr>
<td></td>
<td>• Manage and handle critical situations</td>
</tr>
<tr>
<td><strong>Certificate II in Custodial Supervision</strong></td>
<td>• Make security decisions that comply with the law</td>
</tr>
<tr>
<td>Duration: 10 weeks</td>
<td>• Good communication, self-defence and life skills</td>
</tr>
<tr>
<td></td>
<td>• Manage and handle critical situations</td>
</tr>
<tr>
<td><strong>Certificate III in Custodial Supervision</strong></td>
<td>This course is for officers:</td>
</tr>
<tr>
<td>Duration: 15 weeks</td>
<td>• have good communication skills with the officers and inmates;</td>
</tr>
<tr>
<td></td>
<td>• who can manage different sections of the Maldives Correctional Service; and</td>
</tr>
<tr>
<td></td>
<td>• have potential leadership and supervisory skills.</td>
</tr>
<tr>
<td></td>
<td>The objectives are:</td>
</tr>
<tr>
<td></td>
<td>• Make security decisions according to the law</td>
</tr>
<tr>
<td></td>
<td>• Be a role model to junior staff regarding accountability and compliance with the</td>
</tr>
<tr>
<td></td>
<td>rules and regulations</td>
</tr>
<tr>
<td></td>
<td>• Monitor officers’ and inmates’ behaviours</td>
</tr>
<tr>
<td></td>
<td>• Good communication skills</td>
</tr>
<tr>
<td></td>
<td>• Manage and control minimum medium and high security prisoners</td>
</tr>
<tr>
<td><strong>Staff Development Program</strong></td>
<td>• Refresher course</td>
</tr>
<tr>
<td></td>
<td>• Human Rights Workshop</td>
</tr>
<tr>
<td></td>
<td>• Life and Communication Skills</td>
</tr>
</tbody>
</table>

_Maldives: Courses at Staff Development Level_

(iii) **Advanced Level**

The Table below outlines the courses offered at the Advanced Level for officers who are keen to pursue a career in security, operational management and correctional management.

<table>
<thead>
<tr>
<th>Course</th>
<th>Objectives / Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>**Certificate IV in Security &amp; Operational</td>
<td>• Monitor the perimeter fence of high security prisons.</td>
</tr>
<tr>
<td>Management**</td>
<td>• Manage the gatehouse and escort of high security prisoners.</td>
</tr>
<tr>
<td>Duration: 1 year</td>
<td>• Respond to emergency situations (e.g. restraining or isolating inmates) and using</td>
</tr>
<tr>
<td></td>
<td>force, if necessary, under the <em>Prisons and Parole Act (14/2013)</em></td>
</tr>
<tr>
<td></td>
<td>• Maintain a safe and secure prison environment.</td>
</tr>
<tr>
<td></td>
<td>• Teach officers on emergency management and response.</td>
</tr>
<tr>
<td></td>
<td>• Adapt to changes in the prison environment.</td>
</tr>
<tr>
<td></td>
<td>• Good communication, self-defence and management skills.</td>
</tr>
<tr>
<td><strong>Certificate III in Correctional Management</strong></td>
<td>• Understand the roles and abilities of leaders in the organisation</td>
</tr>
<tr>
<td>Duration: 15 weeks</td>
<td>• Deal with change and resistance</td>
</tr>
<tr>
<td></td>
<td>• Identify chain of command and their responsibilities</td>
</tr>
<tr>
<td></td>
<td>• Become perfect leaders</td>
</tr>
<tr>
<td></td>
<td>• Understand different behavioural approaches</td>
</tr>
<tr>
<td></td>
<td>• Problem-solving, negotiation and communication skills</td>
</tr>
<tr>
<td></td>
<td>• Skills to influence others</td>
</tr>
<tr>
<td></td>
<td>• Work in teams and groups</td>
</tr>
</tbody>
</table>
• Report writing skills
• Identify legal responsibilities and requirements
• Enhanced understanding of the prison environment

Certificate IV in Correctional Management
Duration: 1 year

The challenges faced by the organisation is due to complex factors (cultural, political, natural and manmade crisis, and threats from organised crime groups in the prisons). The course aims to provide knowledge and support to the leaders to resolve these challenges in the following ways:
• Enhance and develop personal attributes
• Understand the roles and abilities of leaders
• Deal with change and resistance
• Identify chain of command and their responsibility
• Become perfect leaders
• Understand difference behavioural approaches
• Enhance problem solving and negotiation skills
• Skills to influence others
• Increased awareness of prison environment

Diploma in Correctional Management
Duration: 1 year

This course is a step up from the Certificate IV in Correctional Management. The aim of the course is to further enhance the skills obtained in the Certificate IV course.

Maldives: Courses at Advanced Level

(c) NAURU

The Correctional Services of Nauru was established in 2009 within the Department for Justice, and is managed by the Chief Correctional Officer. It is responsible for the enforcement of court-ordered penalties, the management of inmates in the prison that is secure, safe and humane.

Nauru aims to upgrade its organisation to an international standard, and to re-structure the organisation based on merit instead of seniority. As it is a young organisation, it is focussed on capacity building, increased salary and risk allowance for staff in order to improve staff’s wellbeing and work performance.

Currently, Nauru has no training programs for new and existing correctional officers. The officers train and learn ‘on the job’ and are given basic instructions on its Code of Conduct and disciplinary matters. At this stage, as part of its capacity building, various training packages are being considered in security, air security, emergency response, public order management and other suitable technical vocational education and training. It is anticipated that the training courses will be provided by local organisations (such as the University of South Pacific) and international organisations.

(d) PHILIPPINES (Bureau of Corrections)

In recent years, the Philippines (BuCOR) recognised the need to professionalise its national correctional system. Thus, it has restricted its recruitment process, and has focussed on enhancing the career paths of its prison staff.

New recruits and existing staff are trained at the Personnel Training School. New recruits must complete a 180-day Prison Guard Basic Course to equip them with the required knowledge, skills, attitude and discipline:
• Physical Training (160 hours) in first month: Jogging, self-defence tactics, armed combat and drills.
• Academic: Lectures, discussion, practical exercises and case studies.
• On-the-Job Training for one month, with trainees being assigned to different areas.
• Evaluation and graduation after completion of on-the-job training.
Thereafter, existing correctional staff must complete an *Effective Correctional Management Refresher* training course for two weeks.

Staff are progressively trained throughout their career path. This helps those who are prepared to accept more responsibilities in a higher role. For example, in 2017, a staff officer attended a training course on the Management of Women Prisoners for Senior Correctional Staff in Thailand. Between January and June 2018, Philippines (BuCOR) offered 54 training programs, seminars and workshops. They were attended by 1,024 officers.

**(e) SOLOMON ISLANDS**

The presentation from the Correctional Services Solomon Islands (CSSI) was on the historical development of its training programs since 1986. Over the years, the CSSI has liaised closely with various organisations to develop training programs to meet the needs of the organisation and to be comparable to the correctional training standards in the Asia-Pacific region.

Collaboration has occurred as part of the Regional Assistance Mission Solomon Islands (RAMSI) project, liaison with the United Nations Office of Drugs and Crime (UNODC), and with correctional services in Australia and Singapore. Between 2004 and 2015, the Australian government appointed an advisor to assist CSSI to build its capacity.

**(i) Correctional Services Training Centre**

The Correctional Services Training Centre (the Training Centre):
- Was set up in 1986, is located at CSSI Headquarters, and is operated by CSSI.
- Has a Director, Deputy Director, Learning Development Coordinator and six training officers.
- Runs recruitment training programs, refresher courses and specialised training courses.

**(ii) Training program for new recruits**

The training program for new recruits has been reformed in the following ways:
- 2003: Under the RAMSI project, the *New Recruits Program* was reduced from six months to three months to tally with the curriculum at Brush Farm Academy, New South Wales Corrective Services.
- 2011: The *New Recruits Program* was replaced by an accredited 16-week *Certificate III in Correctional Practices* run by a local University. It contains placement at Rove Central Correctional Centre followed by a two-year probationary period. After the probationary period, the graduates must pass a course at the Training Centre to become a fully-fledged correctional officer.

The above accredited course is a more structured and dynamic training program. It provides comprehensive knowledge on corrections including rehabilitation, practices and procedures, risks and responsivity. This course has also been attended by seven officers from Vanuatu, Nauru and Kiribati.

**(iii) Development Training Courses for Correctional Officers**

The Training Centre aims to build each officer’s capacity, excellence in performance and career development by leading and promoting life-long learning culture within CSSI.

Thus, it has run specialised training courses in emergency procedures, leadership, risk management, supervision, First Aid, rehabilitation practices, mental health and intellectual disabilities, and group facilitation skills.
(f) SRI LANKA

The presentation from Sri Lanka was on the recommendations of a Training Needs Assessment in 2015, and the implementation of those recommendations.

(i) Recommendations of Training Needs Assessment 2015

The Training Needs Assessment made the following recommendations to address the training needs of the Department of Prisons: Policy changes for training; Administrative arrangements for training; and Institutional and Individual training needs (Pre-Service Training and In-Service Training).

(ii) Implementing Policy Changes and Administrative Arrangements for Training

It was realised that the implementation of the recommended policy changes and administrative arrangements was complex. Hence, a five-year Strategic Plan was drawn up in consultation with key stakeholders to implement policy changes in Learned Services, Professionalism, Access to Learning, and the Prison Academy.

(iii) Training: Internal and External institutions

The training programs adopt a multi-disciplinary approach so that the officers can deliver professional correctional services in the following areas:

- Rehabilitation and Corrections
- Criminology and Human Rights
- Sociology and Conflict Management
- Counselling and Psychology
- Management and Administration

Pre-service Training: New recruits attend Pre-service Training Courses at Sri Lanka’s Centre for Research and Training in Corrections for up to one year, in three entry levels: Prison Guards; Jailor Class II and Assistant Superintendent of Prisons.

In-service Training: Existing staff attend ongoing training in these areas:

- Prison Administration Awareness Program (such as risk and escort management)
- Motivation and Leadership Development
- Stress Management
- Firearms and Security Measures

Local tertiary education: Correctional staff are encouraged to further their studies at local external academic institutions and Universities:

- National Institute of Social Development: Diploma in Social Sciences where staff attend for two years, with paid leave.
- Centre for Human Rights Study: The Diploma and Master in Human Rights are conducted through distant learning and on week-ends.
- University of Kelaniya: A Memorandum of Understanding between the University and the Sri Lankan Department of Prisons enables 75 officers to attend the Diploma in Corrections and Rehabilitation, each year,
- University of Sri Jayawardhanapura: A Diploma and Master in Criminology and Criminal Justice is attended by 20 officers each year.
**Overseas training:** Depending on budget allowance, funding is allocated to staff to attend annual conference, accredited courses, post-graduate courses, awareness programs, and study tours.

The Table provides the number of officers who have attended the various courses between 2015 and 2018:

<table>
<thead>
<tr>
<th>Year</th>
<th>Prison Training Centre</th>
<th>External Academic Institutions</th>
<th>National Universities</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
<td>541</td>
<td>79</td>
<td>114</td>
</tr>
<tr>
<td>2016</td>
<td>840</td>
<td>62</td>
<td>120</td>
</tr>
<tr>
<td>2017</td>
<td>515</td>
<td>80</td>
<td>125</td>
</tr>
<tr>
<td>2018</td>
<td>466</td>
<td>60</td>
<td>85</td>
</tr>
</tbody>
</table>

*Sri Lanka: Number of Course Attendees in 2015 - 2018*

**Expected outcomes:** Officers who have attended the above courses are expected to achieve the following outcomes and skills:

- **Excellent communication skills:** Includes writing concise reports and record accurately.
- **Teamwork:** This helps the organisation to grow professionally as a team.
- **Practical problem-solving skills:** Important for officers to evaluate, assess and adopt the appropriate strategy to resolve an issue.
- **Decisiveness:** The ability to handle uncertainty, process information quickly, weigh the evidence and act in a timely manner.
- **Resilience:** Learn from mistakes, setbacks, or failures.
- **Selflessness:** Putting the needs and interests of others before your own self-interest.
- **Open-mindedness and adaptability:** A flexible mind-set can adapt to change and new challenges.
- **Dedication:** Commitment to correctional work ensures security and safety in the prisons.

**(iv) Challenges**

Since 2015, Sri Lanka has been providing training for its new recruits and existing staff. Although many staff have completed the training courses, Sri Lanka reported that it has the following challenges in staff capacity building:

- Lack of staff to release officers to attend the courses.
- Lack of interest by the senior officers to pursue further studies.
- Heavy workload during office hours.
- Access is an issue as most of the tertiary institutions are in the capital city.
- Budget limitations.
- Personal Interest of policy makers and political issues.

**(g) CHINA**

China’s presentation focussed on the main principles in delivering training programs to its correctional staff at the prison in Shaanxi Province. Its goal is to transform its prisoners into law-abiding citizens through rehabilitation, regulation of behaviours, promoting their work skills and supporting their reintegration into the community in response to the social, psychological and behavioural causes of crimes.

**(i) Professionalised Multi-level Training**

China formulates and implements long-term planning and annual plans for the training of its officers. This is done on a professionalised multi-level training structure for the different work areas which is
organised by the Ministry of Justice in collaboration with other departments. The diverse training modules equip correctional staff with the requisite knowledge and skills to apply in their daily work.

- Colleges and universities in the Shaanxi Province provide training in correctional theories, legal knowledge, operational skills and relevant job skills.
- Core staff members are selected to attend advanced training courses in psychology.
- Seminars and lectures are held regularly for discussion, finding practical solutions to issues, and enhancing knowledge in corrections.
- The ‘Shaanxi Prison Lectures’ are held over 10 times per year where international and local scholars and experts participate in interpreting policies and providing solutions to issues.

(ii) Practice-based Regular Drills

The aim of drills is to strengthen officers’ competence in the following ways:

- **Annual at-post drills**: Enhances operational capacity in the officers.
- **Regular skill development drills**: In addition to the daily training in discipline, formation and martial arts, the officers participate in military drills. The officers’ skills are tested via joint drilling exercises and competitions.
- **Regular skill practice activities**: All the prisons in Shaanxi Province conduct their drill exercises jointly, to instil team-work. Activities include emergency preparedness and response (such as fire and earthquake).

(iii) Interactive Team Training by Experts

To improve the training of its officers and rehabilitation of the prisoner, a three-level education and corrections structure has been set up in Shaanxi Province with “experts as the link, core staff members as the support and activists as the supplement” which involves:

- **Provincial Experts Team**: 10 professionals with theoretical and practical expertise in the province, have been appointed.
- **Prisons Support Teams**: A core group of officers with good management and teaching skills have been appointed for each prison and prison section.
- **Prison Auxiliary Teams**: Some advocates in corrections have been selected as auxiliary personnel in each prison.

To date, Shaanxi Province has one Provincial Experts Team, 20 Prisons Support Teams, over 260 Prison Auxiliary Teams. The teams provide a horizontal and vertical institutional and networking structure to promote the education and training of correctional staff as well as prisoners in Shaanxi Province. This means that interactive training and coaching can be provided daily. The experts can analyse and provide solutions to issues that emerge, in conjunction with onsite demonstrations.

(iv) Cooperative service for the reintegration and re-socialisation of released prisoners

China places great importance in supporting the prisoners’ eventual release and reintegration into the community. Thus, in recent years, efforts have been made to collaborate with social institutions. This has also raised public awareness of community members about correctional work and extended the role of the corrections team. For example:

- **Social support for corrections**: The Shaanxi Bureau of Prisons welcomes eminent community members to inspect the prisons, give speeches on current policies and organise college students to set up volunteer groups to assist the prisons.
• **Family support:** Traditional holiday, family visit days, special anniversaries and open days provide opportunities for family members to participate in family activities and to provide support to the prisoners. For example, during the Spring Festival, a ‘Let the Family Affection Return’ Campaign is held to help prisoners to reconnect with their families.

• **Exploration in the purchase of social services:** For several years, the Shaanxi Bureau of Prisons has nurtured various cooperative services with the following agencies which has improved staff capacity and developed the corrections teams:
  o Shaanxi Dakang Psychological Counselling and Training Institute to deliver mental health training and guidance.
  o Xianyang Vocational and Technical College to provide skills training to prison officers to enable them to teach clothing skills to the prisoners.
  o Labour Administrative Department to provide vocational skills training to the prisoners.

(h) **HONG KONG (CHINA)**

(i) **Human Resource Challenges**

The values of the Hong Kong Correctional Service Department (HKCSD) are Integrity, Professionalism, Humanity, Discipline and Perseverance. Over the years, the HKCSD faced numerous human resource challenges related to correctional duties:

- Stringent rules and regulations
- The need for different communication and management skills for the diverse penal population
- Increasing staff wastage rate
- Staff retention issues
- Remote location of correctional facilities and irregular work rosters

To address these challenges, a strategic recruitment campaign was rolled out to:

- Expedite manpower replenishment through year round recruitment of Assistant Officers.
- Attract suitable and well qualified candidates through career talks at tertiary institutions, Education and Career Expos, conducting public educational activities to promote a positive image, and employing effective recruitment strategies.

(ii) **Training for new recruits**

Professional training is provided to all staff depending on their roles and the requisite skills. New recruits are appointed as Officers and Assistant Officers. They attend a Recruit Training Program and a Development Training Program:

- Officers attend the Recruit Training Program for 26 weeks whilst Assistant Officers attend for 23 weeks.
- Both training programs have been restructured to equip staff with the knowledge that reflects their ranks, and matches their career development needs.
- Seven main areas are taught in all the training programs which involve individual assignments, role plays and tailor-made scenario practical training.
- Assistant Officers must attend development and refresher courses to keep abreast of their knowledge and work skills. All frontline staff are encouraged to conduct self-learning by completing the e-learning platform at their own pace.
- To strengthen the capability of correctional officers, the recruitment training program was revised to gain accreditation from the Council for Accreditation of Academic and Vocational Qualifications. In addition, a Virtual Reality prison scenario training is available to provide the skills to respond to emergencies.
(iii) Tactical Training

Tactical training is critical in instilling HKCSD’s core values – professionalism, discipline and perseverance – in all the officers.
- Attending Tai Chi defensive training enhances staff capability in defensive skills.
- Accredited professional courses in safe and effective control tactics add a new level in staff professionalism.
- Having a Regional Response Team to provide effective, prompt and tactical support to respond to emergencies in regional areas.

At the 5th Asian Prisons Lockdown Challenge in 2017, the HKCSD officers were the overall champions which gave due recognition to their professional tactical response skills.

(iv) Integrity management and training

Integrity is one of the core values of HKCSD. Thus, the Departmental Ethics Committee and the Independent Commission against Corruption gave regular meetings to promote integrity in the workplace. The following initiatives have been implemented:
- Holding various awareness activities, talks, quiz tests and training in ethics, integrity and anti-corruption.
- To date, 250 Integrity Ambassadors and 23 Integrity Management Teams have been appointed to help formulate strategies and organise campaigns, at institutional level.

(v) Life-long learning

Correctional officers are given opportunities to study as a life-long learning pursuit:
- Advanced Diploma in Applied Social Science (Corrections): Since 2008, this Diploma has been offered together with the University of Hong Kong School of Professional and Continuing Education (HKSPACE). As at 2017, 360 officers were sponsored for this course.
- Top-up degree in Bachelor of Arts (Honours) in Work Based Learning Studies (Corrections) has been offered by HKUSPACE and the University of Middlesex, United Kingdom since 2011.
- Master in Applied Criminology and Police Management is a two-year program conducted by the University of Cambridge, United Kingdom.

(vi) Attending International Conferences and overseas training

Since 1980, the HKCSD has been a strong supporter of APCCA - firstly, by hosting APCCA in 1980 and in 2003; and secondly, by undertaking the APCCA Secretariat role jointly with Singapore since 2003.

The HKCSD is an active participant in the International Corrections and Prisons Association. In 2017, HKCSD hosted a two-day Evolution of Corrections Conference which was attended by overseas counterparts, renowned speakers and participants to enhance the development of corrections for the next century.

Attending international conferences has broaden the experience of correctional staff, increased their knowledge on correctional services in other countries, ability to network professionally and observe operations during prison visits. Importantly, these conferences have fostered good relationships between the participants. This has opened the door for further dialogue to occur between countries, study visits and overseas training to be arranged, and friendships to be made.
FIJI

The presentation from Fiji was on improving its training program and motivating staff to encourage learning, productivity and professionalism in the Fiji Corrections Service (FCS).

(i) Training Manual: Prior to 2017, the FCS provided minimal training to its staff which resulted in decreased service delivery standards and lack of transparency in staff promotions. In 2017, a comprehensive Training Manual was created by existing officers, with proven correctional knowledge and experience, with the following objectives:
- To lift the standards of service delivery
- To ensure equality, fairness and transparency in promoting the best personnel to higher ranks.
- To create a new career pathway for aspiring officers to lead the organisation by delivering excellence in corrections.

The Training Manual provides the following:
- Contains 20 courses including Promotional Leadership Courses for different ranks; a Basic Medical Orderly Course, and a Basic Dog Handlers Course. Recently, an internationally recognised Physical Training Instructors course was introduced in collaboration with Fiji Rugby Union.
- Duration of the courses varies, but they have the same entry criteria: A consistent Pass in the Required Fitness Level Test, Work Performance, and Discipline. The same criteria apply for entrance into a local tertiary institution and overseas institution (see below).
- All courses have a compulsory module on the United Nation’s Mandela Rules, Bangkok Rules and Tokyo Rules.
- Most of the courses have a Leadership module.

(ii) Local and overseas training: Funding has been allocated to encourage corrections officers to attend Diploma courses at the local University of South Pacific in Human Resource Management Administration, and Counselling. The officers can also attend a one-year Diploma in Corrections Administration at the Queensland Corrective Services Academy in Brisbane, Australia.

(iii) Workshops and Conferences: The FCS officers have attended Workshops for learning and development:
- International Workshops in Malaysia, Singapore, India, Sweden, Geneva and Romania to give officers overseas exposure and motivation, to be ready for the 21st century.
- Internal workshops in leadership skills and fundamental skills on defensive driving.

New initiatives are being explored to invite experts to lecture on leadership, customer service and decision-making which are the three critical areas for FCS.

Fiji has been a strong supporter of APCCA. Over the years, many staff delivered presentations on correctional matters. In 2017, Fiji hosted the conference, with great success. This reflected the skills of the Fijian officers in conference planning and interaction with delegates from the Asia-Pacific region.

(iv) Team Building: Team building is a key component in FCS and many activities are held annually. Training in teams injects motivation, morale and spirit in each officer, and mitigates risks. The following annual activities are held to promote team building:
• **Corrections Skills Competition** in obstacle training to enhance communication skills and cooperation. The competition will select a team to represent FCS in the Asian Prison Lockdown Challenge in 2020, in Singapore.

• **Choir Competition.**

• **Sports Competition** to inject competitive spirit and team-work when the participants play volleyball, soccer, netball and 7’s rugby.

• **4-day Fitness Boot Camp** to build the required fitness levels in the officers. It includes educational health, diet programs, fitness training in cross-country and physical exercises.

• **18 Kilometre Route March:** To be eligible for promotion, it is compulsory for officers over the age of 35 years to attend this march.

As aptly put by Fiji, “building motivation in teams will encourage creativity, increase productivity, increase collaboration and understanding and finally, bring about positive reinforcement within the organisation as a whole.”

**(j) INDIA**

India reported that it had 53,009 prison personnel, of which 4,391 were female prison staff. Training Manuals and programs are conducted including using technology in prison administration to instil ‘greater transparency and predictability in line with the democratic values of the country’.

**(i) Generic capacity building in Human Rights Orientation, New Age Soft Skills and Technology:**

New recruits are trained to instil the right attitude and aptitude, including:

• New age soft skills (effective communication skills, motivation, empathy, teamwork, decision-making and resilience)

• Managing special needs inmates (e.g. those with mental health issues)

• Technology (security, surveillance equipment, digital data-driven record-keeping, access control, visitor management, tele-conferencing)

**(ii) Training programs funded by the Bureau of Police Research and Development:**

The Bureau of Police Research and Development (the Bureau) in New Delhi ensures the training of executive staff of prisons, sets standards, coordinates with the State Prison Departments, and provides policy inputs to the Ministry.

The Bureau collaborates with State Prison Departments to provide training courses on:

• Incident Response System in Prison Administration

• Personality Development courses

• Technology in Prison Administration

• Human Rights of Prisoners

Some examples of the training programs include:

• **One-week Management Development Program:** This new program targets middle-level prison officers to sharpen their skills.

• **Training in foreign countries:** This new initiative aims to train selected correctional officers in countries such as England, to gain knowledge on best practices and latest developments in prison administration.

• **Regional Workshops:** Workshops with specific themes such as ‘Women in Custody’ and ‘Security of Prisons’ are held.
(iii) **Conferences:**

The Bureau organises an annual conference with a specific theme. For example:

- *Uniformed Women in Prison Administration:* To discuss issues, challenges and opportunities for the women officers in corrections
- *2-day Heads of Prison Conference:* Enables the heads of prisons to discuss issues and challenges at macro level, including the sharing of best practices.
- *All India Prison Duty Meet:* Correctional officers, medical officers, probation officers and welfare officers participate in this biennial national event to display their professional competence and sharing of knowledge.

(iv) **Prestigious Medals:**

Each year, 75 medals are awarded to selected correctional officers for meritorious service, and 25 medals for distinguished and exemplary service. This formal recognition motivates other officers to excel in their performance.

(v) **Positive Outcomes and Challenges:**

The above training programs and initiatives have impacted positively on the quality and outcome of the prison departments in the following ways:

- Maintaining the motivational levels of the officers.
- The human rights of the prisoners are upheld and protected.
- Pride of service is instilled in the mind of the officers.
- Visible behavioural change in terms of professionalism exhibited to the prisoners.
- Leadership qualities are imparted to take up challenges.
- Willingness to learn is enhanced.

India reported the following challenges:

- The motivational level of correctional officers is dependent on various factors such as the intelligent designing of the training programs.
- Dealing with dynamic changes and standardising the responses.
- Engaging the officers and organising consistent and follow-up training.
- Tracking of skill application, especially in closed setup of custody, is a challenge.
- Quantifying the training and learning effectiveness is difficult in correctional settings.

3. **STRATEGIES FOR 21\textsuperscript{ST} CENTURY CORRECTIONAL SERVICES WITH NECESSARY SKILLS AND VALUES**

(a) **MALAYSIA**

To place itself in the best position for the 21\textsuperscript{st} century to deliver correctional services, the Malaysian Prison Department has implemented the following strategies to motivate staff and provide for their health and welfare:

- Encourage staff to undertake Diploma courses at local Universities (discussed above) and short courses to enhance their knowledge;
- Time based promotion for Operational Staff or Prison Warder;
- Time based promotion for Prison Senior Officer;
- Ceremonial Medals for staff’s outstanding contribution;
- Cash Rewards by the Prison Trust Account for work achievements;
- Sports and recreation activities;
• Prison Charity Donation;
• Establishment of a Prison Officers Association;
• Implementation of Platoon Work System in the Prison.

(b) PHILIPPINES (Bureau of Corrections)

Under the Modernisation Act 2013, the Philippines (BuCOR) is undergoing modernisation, professionalisation and restructuring. BuCOR’s Personnel Training School (PTS) conducts research and assessment of the officers’ training needs, and formulates suitable training courses. It has been tasked to modernise the training and development of correctional staff.

With regards to training, it is anticipated that the following initiatives will be implemented:
• Proposed Mandatory Courses for BuCOR’s Uniformed Personnel:
  o Officers Courses: Orientation, Basic and Advance
  o Corrections Courses: Basic Recruitment, Candidate, Senior Leadership and Junior Leadership.
• Specialised Courses: Escort/security procedures; Investigation; Operations; Intelligence; Human Resources; Accounting and Finance; Logistics, Gender and Development; Special Weapons and Tactics; and Frisking, Investigation and Case Filing Procedures.
• Coordinate with other training agencies for cross training of personnel.
• Renovate current training facility.
• Establish a BuCOR Training Institute.

For the foreseeable future, BuCOR is keen to develop a holistic and systematic modernisation program under the Modernisation Act 2013 by:
• upgrading the basic salary scale and the qualification standards of personnel;
• increasing personnel strength;
• investing in modern equipment and technology; and
• constructing state-of-the-art prison facilities.

(c) SINGAPORE

The Singapore Prison Service reported that it had 2,405 staff and 12,047 inmates. The presentation covered the following areas:
• Its strategic directions
• The 7 Habits of Effective Captains of Lives (COLs)
• Training on the 7 Habits of Effective COLs
• Measures to ensure sustainability of competencies
• Evaluation on effectiveness of training

(i) Strategic Directions

Singapore reported that over the next five to 10 years, it will be facing:
• staff reduction;
• a likely increase in the proportion of drug/drug-related inmates;
• an increase in the ageing inmate population and offenders serving sentences in the community;
• inmates with increased complex profiles; and
• greater public scrutiny.
Thus, in 2015 and 2016, Singapore embarked to transform itself into a future-ready correctional agency by:

- **Reviewing its Vision, Mission and Values:**
  - **Vision:** “As Captains of Lives, we inspire everyone, at every chance, towards a society without re-offending”.
  - **Mission:** “As a correctional agency, we enforce secure custody of offenders and rehabilitate them, for a safe Singapore”
  - **Values:** Synergy, Vigilance, Integrity and Care

- **Implementing two strategies:**
  - **Prison Without Guards:** This strategy was discussed in detail during APCCA in 2017.\(^{68}\) It relies more on technology for prison operations, enabling correctional officers to focus on offender rehabilitation and intelligence-driven dynamic security. This strategy ties in with **Prison Without Walls** strategy.
  - **Prison Without Walls:** This strategy requires officers to collaborate with community partners to support the inmates’ rehabilitation and reintegration, with the goal of reducing the recidivism rate. It enhances community corrections and protocols, strengthens throughcare from pre-release to aftercare and leverages on family and community support.

**(ii) The 7 Habits of Effective Captains of Lives (‘COLs’)**

To be future-ready and to achieve its twinned strategies (discussed above), Singapore implemented a new Correctional Practices framework in April 2017. This framework is also known as the ‘7 Habits of Effective Captains of Lives’ which uniformed officers and civilians are expected to practise, daily.

The **7 Habits of Effective COLs** cover operational and security effectiveness, and engagement techniques to better manage offenders (in-care and out-care). They were developed from a review of SPS’ previous **Jailcraft Principles**\(^{69}\), evidenced-based principles and feedback from officers.

These **7 Habits** uphold Singapore’s Values:

- **Take charge and be in control (Vigilance):** Enforce rules and regulations effectively; have a confident presence in front of offenders; and make sound operational decisions to manage incidents and daily operations.

- **Be security and safety-minded (Vigilance):** Maintain updated knowledge of security procedures; conduct proper searches; ensure security and tactical coverage; be tactically ready; be sensitive to risk of manipulation; respond appropriately to incidents including medical emergencies.

- **Be firm and fair (Integrity):** Use Reward-and-Punishment system effectively; listen and act consistently and conscientiously; manage conflicts appropriately; treat offenders with humanity; exercise moral courage.

- **Understand offenders (Vigilance and Care):** This includes understanding the offenders’ security, risks, needs, responsiveness, strengths, sub-culture, and factors related to offending. These elements help officers to use appropriate assessment tools, effective communication, and ensures dynamic security of the institutions. Officers are required to have basic knowledge of mental health issues.

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\(^{69}\) The **Jailcraft Principles** were Take Charge and Be In Control; Be Security-minded and Tactically Proficient; Be Firm and Fair; Understand Inmate Subculture; Show Genuine Interest in Inmates’ Rehabilitation and Well-being; and Be a Positive Influence.
• Engage and motivate offenders purposefully (Care): Officers to take active steps to build a collaborative relationship with offenders; enhance their motivation towards change; and have two-way feedback. This includes being approachable, empathetic and committed through active listening skills and feedback. Quality relationship is critical for effective rehabilitation and safety.

• Be a positive influence (Integrity and Care): Display a high work ethic; demonstrate personal effectiveness; and guide offenders to acquire pro-social skills.

• Collaborate with stakeholders (Synergy): Link offenders to appropriate resources; and engage collaboratively with other stakeholders.

(iii) Training on the 7 Habits of Effective COLs

The 7 Habits of Effective COLs have been incorporated into the curriculum of the Prison Officer Course for new recruits; and as part of In-Service Trainings and functional courses for serving officers. A modular learning approach has been adopted to optimise learning effectiveness with limited training hours:

- Interactive e-learning module: By leveraging on technology, the officers attend interactive scenario-based e-learning modules that are offered via an online platform. This allows the officers to complete the module in their own time.

- Skills training via In-Service Trainings (ISTs) after completion of e-learning: A maximum of 15 officers actively participate in role-play scenarios to reinforce the skills learnt. This allows for discussions, assessments and feedback.

The ISTs are conducted by the trainers in each institution. These trainers are supported by master trainers from the Prison Officers Training School and specialists from the Psychological and Correctional Rehabilitation Division via Train-the Trainer Workshops. The master trainers and specialists also attend the ISTs, and provide feedback on the performance of the trainers.

(iv) Measures to ensure sustainability of competencies

It is anticipated that the training modules on the 7 Habits of Effective COLs would be conducted over two years (2017-2019). The following measures will be adopted to ensure sustainability of competencies:

- Refresher Training and Review of Training Framework: An annual skills refresher training would be conducted to maintain the skills levels. In addition, SPS would review the training framework to ensure that the skills and courses reflect the current correctional landscape.

- 7 Habits of Effective COLs Competency Checklist: The Checklist coupled with corresponding behavioural indicators was devised to determine if the officer meets the required competency listed.

- Reward and Appraisal Systems: The systems were revised to ensure that they acknowledged officers who demonstrated the skills and practices aligned to the revised Vision and Mission of SPS. For example, officers can be nominated for an Inspire Award. The appraisal system helps the officers to be aware of their competencies and plan for their development.

(v) Evaluation on effectiveness of training

Following the completion of the first two training modules of the IST, the preliminary evaluation results were analysed. Both the quantitative and qualitative results confirmed the effectiveness of

70 Qualitative and quantitative data were collected before and after the training was completed.
the training. On average, the officers reported that after the training, they were more competent; were using more of the engagement skills; and were providing more support to the inmates.

The outcomes are encouraging and positive as all officers will be equipped with the necessary skills to support the offenders’ effective rehabilitation and reintegration in the coming years.

(d) SOLOMON ISLANDS

In 2016, the Correctional Service Solomon Islands (CSSI) implemented a Twinning Program which was developed in conjunction with the Queensland Corrective Services Academy (QCSA) in Brisbane, Australia, and funded by the Australian Department of Foreign Affairs. The aim was to provide suitably qualified Inspectors and Superintendents with leadership, management and administration skills to lead the next generation of the organisation. This addresses CSSI’s succession planning needs.

In late 2016, the Twinning Program was piloted with two senior officers attending QCSA in two blocks of two weeks, and completing online course work in the Solomon Islands. Online support and mentoring were provided by the QCSA teachers. The pilot program was a great success. In early 2017, 12 additional officers enrolled, followed by another 10 enrolling in late 2017. To reduce costs, the officers spent two weeks at QCSA and the QCSA teachers travelled to the Solomon Islands to complete the training program at the Correctional Services Training Centre (which was recently refurbished to accommodate 20 participants).

Since its inception, the Twinning Program has proven to be a great success for the following reasons:

- All the officers who have completed the program are progressing well.
- As part of a Diploma course, every officer is required to implement a workplace project to ensure continuous improvement in their workplace. The senior officers are role models to other staff, and are in a better position to be the future leaders in the organisation. A great milestone was when a CSSI Superintendent became the first overseas Pacific Islander to graduate with a Diploma in Correctional Administration from QCSA.
- All the correctional centres have benefitted. For example:
  - Improved catering services at Rove Correctional Centre;
  - Greater security of prisoners’ property;
  - Installation of CCTV at Rove Correctional Centre’s gate lodge;
  - Work opportunities for female inmates at minimum security facilities, as part of their rehabilitation and reintegration into the community.
- The program has been a motivational boost for the senior officers to apply their new skills in the workplace.

(e) HONG KONG (CHINA)

The following strategies have been adopted by the Hong Kong Correctional Service Department (HKCSD) to ensure that it is in the best position for the 21st century.

(i) Experience and Knowledge Succession

The HKCSD places great emphasis on experience and knowledge succession. It targets three key areas for succession planning:
• *Knowledge management:* A Steering Committee was set up to capture the valuable knowledge of retiring experienced staff. The Committee gained two top awards, locally and in the Asian region, in knowledge management.

• *Sustainable growth and professionalism in corrections:* 12 Honorary Advisors have been appointed at the Staff Training Institute (University academics, professionals and retired government officials) to promote sustainable growth and professionalism in the foreseeable years.

• *Transfer of work knowledge from experienced staff:* This has been facilitated through an institutional-based Mentorship Program and dissemination of the knowledge to all staff under three years of service.

(ii) *Motivation and support measures for a multi-generational workforce*

Staff retention is one of the challenges that the HKCSD aims to overcome. One of the main strategies is to motivate correctional staff and to provide supportive structures in order to build a robust multi-generational workforce for the future. The following initiatives have been adopted with positive outcomes:

• Address specific needs of staff
• Support new recruits to familiarise their work (e.g. by providing operational checklists, infographics)
• Improve working conditions and staff welfare initiatives (e.g. flexible shift roster, having a five-day working week, and promoting better work-life balance)
• Build a team spirit and sense of belonging (e.g. Sports Association, organise sporting and recreational activities, promote a healthy and balanced lifestyle, and including families in activities)
• Cultivate a caring workforce (e.g. participating in recognised volunteer groups, HKCSD Credit Union Education Fund)

(iii) *Strategic Plan*

The HKCSD has several plans for the future:

• *Shaping workplace culture and increasing workforce capability:* This includes improving work conditions; creating further accredited training courses; initiatives to encourage self-development and life-long learning; and overseas training opportunities.

• *Addressing diverse needs of persons in custody and reducing re-offending:* This would require the officers’ skills to develop treatment tools and methodologies, tailoring treatment programs, and delivering market-orientated vocational training programs.

• *Enhancing synergy between HCSD and community stakeholders for service delivery:* This would involve officers to be trained to be Rehabilitation Pioneer Leaders, and to organise/participate in Student Forums, NGO Forums and the Rehabilitation Pioneer Project.71

• *‘Smart Prison’ to improve working conditions:* This involves implementing an Integrated Custodial and Rehabilitation Management System to enhance overall efficiency and surveillance of persons in custody.

• *Broadening and deepening research capacity:* This includes research to improve correctional practices and offender management.

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71 *Hong Kong (China)’s Rehabilitation Pioneer Project* was launched in 2008. It aims to reach out to young people in the community, with a focus on drug abuse. It includes meetings with prisoners; visits to the Correctional Services Museum; talks and forums. There have been more than 240,000 participants since 2008. For detailed information, see N Morgan and I Morgan, *APCCA Report 2016*, under Agenda Item 2, at [www.apcca.org](http://www.apcca.org).
In May 2018, Fiji’s Corrections Academy received recognition and certification from the Fiji Higher Education Commission (FHEC) which is a government mandated regulatory and quality assurance body. It also regulates the operation of all higher education institutions to ensure they meet national and international standards. This is a great achievement and impetus for the Fiji to strive towards training, developing and motivating its staff for the 21st century.

4. THE WAY FORWARD

The presentations and discussion during this Agenda Item session showed that the countries in the Asia-Pacific region continue to update and upgrade their staff training programs to reflect the needs of the organisation.

Malaysia continues to place itself in the best position for the 21st century to deliver correctional services and to implement strategies to motivate staff and provide for their health and welfare.

Since 2015, staff motivation and morale in the Maldives have improved significantly due to the introduction of new laws to protect prison officers in the performance of their risky duties. Other factors include the provision of comprehensive training courses, improved communication systems, salary scales, career pathways, medical insurance schemes, and the establishment of Prisco. These strategies have boosted staff morale, performance and dedication to prison work.

Nauru accepts that improving staff salary scales and awarding a risk allowance can have a positive effect on the staff’s morale, motivation, performance and self-worth. Having competitive salary scales may attract more applicants to work in a prison.

For the foreseeable future, the Philippines (Bureau of Corrections) is focussed on modernising, professionalising and restructuring the organisation’s personnel, operations and infrastructure to enhance its correctional services that protect safety and security.

Singapore implemented its new competency framework72 in 2017 to prepare its officers (new and current) in their new expanded roles in transforming towards a correctional agency. Importantly, the competency framework prepares the officers to be future-ready through the Prison Without Guards and Prison Without Walls strategies where officers not only prepare inmates for eventual reintegration, but also work with community partners to achieve the goal of reducing recidivism. For the future, Singapore has plans to introduce rehabilitation skills coaching and additional skills to further enhance the correctional capabilities of staff.

The Solomon Islands’ Twinning Program has paved the way for new leaders to emerge in the succession planning of the organisation. It will continue to strive forward in building its officers’ competency, knowledge and qualities to achieve its vision of delivering the best correctional services in the region and to protect community safety and security.

Since 2015, Sri Lanka has implemented several training programs for its new recruits and existing staff. However, it faces a few challenges to make these programs accessible to staff. Despite this, it endeavours to deliver comprehensive training programs to equip its staff with the requisite knowledge for the 21st century.

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72 Also known as the 7 Habits of Effective Captains of Lives.
China is committed to exploring new ways to build high-quality professional corrections teams in its prisons. This involves adopting scientific ideas, drawing on expertise in corrections, and applying new technologies in its effort to transform prisoners into law-abiding citizens.

Like other jurisdictions, Hong Kong (China) has implemented various training programs to increase the knowledge and practical skills of its officers. Staff are supported to undertake further studies to enhance their self-development and career paths. Succession planning initiatives are in place to capture valuable knowledge and experience of senior officers before they retire. For the future, Hong Kong (China) is focused on increasing workplace capability such as expanding accredited training programs, working conditions, and overseas training for staff. These strategies resonate with the organisation’s values, in particular, Integrity and Professionalism.

Fiji is currently on an interesting journey to train, motivate and nurture its officers. It is willing to invest in the officers as they are viewed as assets that will help the organisation to grow professionally and achieve its goal to deliver ‘Flawless Customer Service’. For the future, Fiji is keen to expand its Training Academy and to increase its collaborative efforts with overseas partners in providing staff training.

For the future, India is keen to set up a State Academy in Correctional Administration; the standardised and accreditation of Prison Officers Training Institutes; collaboration with foreign countries; and developing centres of excellence.

CONCLUSION: In conclusion, the delegates agreed that it was important to ensure that correctional officers are ready to face the challenges of the 21st century by incorporating the following key elements:

- **Motivation**: The officers must be motivated to learn skills, which are honed through practice. In other words, they should understand the reason for the training and agree with its importance.

- **Learning**: Learning is a result of several components interacting with each other:
  - An individual’s motivation and capacity to learn;
  - Norms and values of the training group;
  - Training methods;
  - Trainers’ behaviour; and
  - The climate of the agency.

In other words, trainees should want the training, the training staff should be competent, training methods should be effective and agency management should encourage training and work with sections to allow staff to attend training.

- **Improvement**: On-the-job work enhancement is due to individual learning, the norms and values of the working group and the general climate of the agency. Trainees learn as individuals, they apply it to their jobs because they want to improve their careers and supervisors should support that. If an officer attends training, he or she should be given the opportunity to practice what he or she has learned. If not, the officer may become frustrated.

- **Responsibility**: Effective training is the responsibility of the individual (to learn and have an open mind); the organisation (to offer worthwhile training); and the trainer (who has proven to be a good presenter). Training should have preparatory stages, explaining to the attendees why the training is being presented. Pre-training to gradually introduce the subject and post training to ascertain what has been learned is recommended.

- **Continuous process**: All training, no matter what the format it is in, is a continuous process throughout an officer’s career. When effectively presented, it enhances the officer’s ability to individually function as well as working with others as a team. Continuous training makes good promotional candidates.
AGENDA ITEM 5:
Developing risk and needs assessment tools to improve the classification, management and rehabilitation of offenders

1. INTRODUCTION

All offenders are different. Some are male, some are female. Some are young, some are old. They come from very different ethnic, cultural, social, economic and religious backgrounds. They also have very different levels of education, mental capacity and life experience.

It follows that every offender presents specific management, rehabilitation and reintegration needs. As well as having different needs, different offenders also respond differently to different programs and interventions.

Different offenders also pose different kinds of risk. Some serious offenders are a risk when they are in the community but present minimal risk in prison. For example, murderers and recidivist sex offenders are often ‘model prisoners’. On the other hand, sometimes people convicted of less serious offences pose a risk to staff, to other prisoners, or to themselves.

The last 25 years have seen a growing focus in academia and in practice on a more scientific approach to the classification, management and rehabilitation of offenders. The best-known approach is the ‘risk – need – responsivity’ model (RNR). The basic aims are to improve security and safety, and to deliver the right programs to the right offenders, at the right time and in the right place.

Low risk offenders do not need programs designed for high risk offenders. And there is little point delivering programs to people who will not benefit from them. There is also no need to impose costly maximum security conditions on prisoners who do not need such a high level of security. The level of supervision for offenders in the community should also reflect risk and need.

Many countries now use ‘Level of Service (Risk, Needs, Responsivity)’ (LS/RNR) assessments to meet these goals. LS/RNR assessments combine psychological (‘clinical’) assessments and ‘actuarial’ assessments based on the person’s prior criminal conduct.

However, LS/RNR tools can be complex to design, administer and implement. The papers and discussions on this Agenda Item confirmed that simpler tools, using the same core principles, will be more appropriate for some offenders, and in some countries.

It is vital to recognise that assessment tools are not uniform, and must reflect the specific context in which they are used. For example, while there are many common points, tools designed for Australia cannot be transposed to Canada or New Zealand, let alone to India, China, Malaysia, or Pacific island nations.

Eleven jurisdictions prepared papers on this topic: Malaysia, Nauru, Philippines, Solomon Islands, Canada, Fiji, Hong Kong (China), Indonesia, Japan, Korea and Macao (China).
2. PRESENTATIONS AND PAPERS

(a) MALAYSIA

(i) Current situation

The Malaysian Prisons Act 1995 allows the Commissioner General to classify prisons according to their different functions and to classify prisoners. The Malaysian Prison Department (MPD) has developed several processes to achieve these goals.

The aims of classification / categorization include ensuring security and safety, allocating prison accommodation, targeting rehabilitation and training, ensuring access to medical treatment, and optimising staff placements. Malaysia has progressively developed its assessment and classification tools and now has seven tests that can be applied, depending on the particular case.

The Depression, Anxiety, Stress, Scale (DASS) is conducted shortly after a person’s admission to prison, and again after six months. It aims to identify the person’s tendency to frustration, anxiety and stress. The results of this test can dictate referrals to support services. If a person scores high on the DASS assessment, they will also be required to undertake the Beck Depression Inventory Test.

The Beck Depression Inventory Test (BDI) is applied to people who score high on DASS. The BDI consists of 21 questions. People who score medium under BDI should receive psychological counselling. People who score high may be referred for more intensive treatment, including admission to a psychiatric facility.

The Aggression Questionnaire (AQ) aims to identify ‘aggressive behavioural tendencies.’ If the score is high, the person must be referred to relevant professionals for help.

The Drug Screening Assessment Test (DAST) seeks to determine the person’s level of drug addiction needs. The person’s score on this measure will determine whether they require interventions and whether those interventions are brief or of longer duration.

The University of Rhode Island Change Assessment Scale (URICA) aims to assess the extent to which prisoners with drug problems are ready to change. The change ‘cycle’ has four stages: pre-contemplation, contemplation, action, and maintenance. URICA plays a key role in determining the type of treatment program that will be made available to the prisoner. It is also used to decide on their eligibility for parole and community rehabilitation programs.

The Screening and Mental Health Status test (SSKM-20) is used to follow up on the person’s mental health needs and to refer them to appropriate psychiatric treatment or other forms of counselling and support.

Know Yourself, Know Others (KYKO) is an assessment system that draws on Sun Tzu’s Art of War. It involves assessing people against five human personality measures (egotism, self actualisation, complexity, security and socio-centricity). KYKO has six aims:

- Classification of prisoners (early adopter, resistance and hard core).
- Risk assessments (to make best use of security systems).
- Stronger security management (prisoner placement and the control of prison cells / blocks).
• Strengthening rehabilitation programs (ensuring programs are well-targeted to offenders’ needs).
• Improved mental health (by identifying and treating people with mental health needs).

(ii) Looking ahead

MPD said that while the assessment system is good, it faces some challenges as a result of prison overcrowding and the growing complexity and diversity of the prison population. MPD will therefore continue to improve and evaluate its assessment systems.

MPD’s long term goal is to reach the stage where two thirds of offenders are serving their sentences in the community rather than prison. Good assessment is a key element in achieving that goal.

(b) NAURU

(i) Current situation

The Nauru Corrections Service is a young organisation, with just ten years of operation. It is therefore still developing its processes. It is also getting some support from the police, who were previously responsible for the prisons.

Nauru does not have sophisticated offender assessment tools but adopts a few principles to guide the placement and management of offenders:
• Placing prisoners in the least restrictive conditions relative to their risk.
• Segregation of higher risk inmates in management units.
• Remand prisoners to be subject to the lowest level of restrictions compatible with maintaining good order.
• As far as possible, women, young people, remand prisoners and civil prisoners are to be separated from convicted males.

These principles were developed to reflect international standards such as the Mandela Rules.

(ii) Looking ahead

The Nauru Corrections Service is looking to modernise and improve its operations, including prisoner assessment, placement and support services. However, it is not possible to do this in its current outdated and run-down facilities. The opening of a new facility at some point in the future will allow more detailed and effective processes to be developed and implemented.

(c) PHILIPPINES

(i) Current situation

The Philippines Bureau of Corrections (BuCor) is only responsible for prisoners who have been convicted and sentenced to more than three years’ imprisonment. The Bureau of Jail Management and Penology (BJMP) is responsible for all other prisoners, including those on remand.

BuCor provided a paper on this topic. It said that prisoner classifications are currently based solely on the ‘legal variables’ that are set out in their Standard Operating Manual. They include matters such as length of sentence, prior criminal record, and any outstanding court matters.
BuCor does not have any tool to properly assess a prisoner’s risk to safety and security in prison or their risks of recidivism. However, it does conduct several tests on a person’s admission. These include medical assessments, literacy tests, a personality test, and a personal case history.

(ii) Looking ahead

BuCor is currently working with the Psychology Department of De La Salle University in Manila to develop a Philippines-specific risk assessment and psychological assessment tool.

As noted in Agenda Item 1, there is a proposal to unify the management of Philippines’ prisons under one organisation rather than splitting responsibility between BuCor and BJMP. If this happens, it will allow the development of assessment tools that reflect the needs of all offenders, not just those who currently fall under BuCor. It will also bring greater consistency to assessment practices in the two systems.

(d) SOLOMON ISLANDS

(i) Current situation

In 2008, responsibility for prisons in the Solomon Islands moved from the Solomon Islands Prison Service (SIPS) to the Correctional Service of the Solomon Islands (CSSI). This important change, and the appointment of a new Commissioner, led to a sharper strategic and practical focus on rehabilitation and reintegration instead of simply containment. It also prompted greater interest in the concept of community corrections.

For rehabilitation to be successful in the Solomon Islands, it is important to reconnect prisoners with family, community, faith and ‘kastom’ (custom) and for prisoner management plans to include strategies for reconciliation.

It has not been easy for CSSI to implement all its intended reforms because of funding constraints and because most of the prisons were designed for containment, not for rehabilitation and reintegration. Nevertheless, a good deal has been achieved in terms of assessment and classification, including the development of a Risk and Needs and Responsiveness Instrument (RNRI).

The RNRI forms part of a four-fold framework for corrections:
- System integrity (an evidence based approach to programs, services and activities).
- Managing risk and targeting needs (the RNRI).
- Increasing self-responsibility on the part of offenders.
- Providing a constructive, supportive and culturally sensitive environment, including positive interaction with staff.

The original RNRI was developed with assistance from Australia in 2008. It was very detailed, with over 100 questions. Some of the language was also rather complex. In light of experience, CSSI therefore modified the RNRI to ‘better reflect the treatments that CSSI actually delivers’. The RNRI now consists of 35 questions. It uses simple English and, wherever possible, Pidgin.

The questions have also been devised to reflect the very particular context of the Solomon Islands. For example, they include questions about community, family, faith and kastom. There is also a question about whether any reconciliation ceremonies have taken place.
SIPS had not developed any offending behaviour programs that targeted criminogenic needs. In the past ten years, CSSI has developed a few programs to target violent offending, sex offending, drug and alcohol use, and anger management. Some of the programs were initially delivered by overseas trainers, but CSSI has now built up local capacity, and the programs are provided by local trainers working with faith-based organisations.

(ii) Looking ahead

CSSI has a culture of learning from failings as well as successes. It is currently undertaking a review of its assessment processes and offender treatment programs. It is also seeking to develop staff capability through opportunities for further training and study.

CSSI’s ultimate goal is to develop its ‘own home-grown approach that is inclusive of the needs of all the prisoner population.’

(e) CANADA

(i) Current situation

The paper prepared by the Correctional Service of Canada (CSC) said that: ‘The systematic assessment of offender needs, their risk of reoffending, and any other factor that could affect successful offender reintegration is a major component of the Offender Intake Assessment (OIA) and correctional planning processes.’

Since the 1990’s, the processes and systems for assessing the inmates’/offenders’ needs and risks have evolved into a detailed and systematic Structured Assessment and Intervention Framework (SAIF).

The OIA is conducted shortly after the person is admitted to custody. It involves an assessment of both static factors (such as the gravity of the offence and the inmate’s/offender’s criminal record) and dynamic factors. Dynamic factors include employment/education, marital/family situation, associates/social interactions, substance abuse, emotional orientation, and attitude.

Dynamic factors have been assessed using CSC’s Dynamic Factors Identification and Analysis program (DFIA). Following a major review of DFIA in 2005, several improvements were made. The new version is called DFIA-R. This was again evaluated in 2017.

In addition, CSC has developed a Criminal Risk Index (CRI). This is a computer-generated assessment process that translates the person’s criminal record into a ‘criminal risk’ score. This is used alongside the DFIA-R.

CSC reported that ‘the CRI and the DFIA-R are useful both as a case management tool that profiles the risk and needs of individual inmates/offenders and the population as a whole, and as a risk prediction tool for men, women, and Indigenous offenders. In addition, the tools are being used to assist in the determination of program intensity level (low, moderate or high) for the Integrated Correctional Program Model (ICPM).’

(ii) Looking ahead

CSC will continue to develop, evaluate and modify its risk and needs assessment tools in order to meet the changing nature of the offender population and to improve correctional outcomes.
Over the years, CSC has worked with a few countries to help to develop such tools. Most recently, it has been working with the Romanian correctional authorities to develop tools for both prisons and community corrections.

(f) HONG KONG (CHINA)

(i) Current situation

The Hong Kong Correctional Services Department (HKCSD) considers that the early identification of offenders’ risks and needs is a key element in managing risks in its custodial facilities and improving the prospects of offenders’ rehabilitation. To those ends, it adopted a Risks and Needs Assessment and Management Protocol for Offenders (‘the Protocol’) in 2006.

The Protocol came from a collaboration with the Chinese University of Hong Kong and the Correctional Service of Canada. In developing the Protocol, data relating to recidivism in earlier years was rigorously analysed. HKCSD also ran several field tests prior to implementation.

The Protocol provides both a ‘custodial risk assessment’ and a ‘re-offending risk assessment’. The custodial risk assessment considers matters such as the person’s previous behaviour in custody, their risk of escape and their risk of self-harm. This measure is used to determine the ‘amount and intensity of supervision services’ during the person’s time in custody.

The reoffending risk assessment indicates the level of supervision and the referrals that may be required during a person’s period of statutory supervision after release. These assessments are based mainly on static factors such as the person’s age at admission, nature of offence, number of previous convictions, history of self-harm, history of escape, history of drug abuse, level of education and employment status.

The Protocol has provided HKCSD with a more scientific and evidence-based approach to both prison management and offender rehabilitation. It has improved prison security and safety in areas such as self-harm, escape and violence, and ensured that preventive measures are well-targeted. It has also helped to improve rehabilitation and reintegration planning.

HKCSD implemented the Protocol in stages. Initially it applied to local young prisoners and adult prisoners with sentences of 2 years or more, and also to newly admitted inmates to Detention Centres, Drug Addiction Treatment Centres, Rehabilitation Centres and Training Centres. In January 2009, it was extended to local adult prisoners with sentences of 18 months or above. In January 2010, it was extended again, to adult prisoners sentenced to 12 months or more and to young prisoners sentenced to 3 months or more.

In 2011, HKCSD conducted a review of the Protocol with the assistance of the Correctional Service of Canada. The review identified several improvements, especially in relation to responsivity assessments and the needs of higher risk offenders.

(ii) Looking ahead

The evidence on recidivism rates in Hong Kong suggests that the Protocol has been successful and has contributed to public safety. Recidivism rates are assessed by reference to whether a person is readmitted to custody within two years of release. In 2006, the recidivism rate was 36%. It has now dropped to 27%.
Despite these positive results, HKCSD is keen to further improve its services and outcomes. Its 2018 Strategic Plan contains two elements relating to the Protocol:

- ‘Localizing’ the tool to meet Hong Kong’s specific needs and population. While there are many common points across jurisdictions, ‘the context such as cultural dimensions in which the model implements is a crucial factor for the effectiveness of RNR model.’ HKCSD is working with local universities and other external parties to achieve this goal.
- Conducting a detailed independent assessment of the Protocol’s methodology and effectiveness.

(g) MACAO (CHINA)

(i) Current situation

In Macao (China), the Correctional Services Bureau is responsible for prisons and youth correctional institutions. The Department of Social Reintegration (DSR) is responsible for non-custodial measures, pre-sentence reports, and rehabilitation services for released prisoners. DSR made a presentation to the conference.

In the past, assessments involved evaluations by social workers, based on interviews with offenders, their families, and other relevant people. As a result, they could be ‘pretty subjective’ rather than objective. Consistency was also an issue.

In 2007, Macao introduced an oversight committee to improve objectivity. However, there was still no objective assessment tool.

In 2016, DSR decided to introduce a Level of Service/Case Management Inventory (LS/CMI). To make the new system operational, it trained its psychologists and social workers during 2016. The LS/CMI was then implemented during 2017. Following on from the general LS/CMI, DSR introduced a youth-specific version (YLS/CMI) from mid-2017.

The LS/CMI and YLS/CMI aim to provide an objective assessment of the person’s risks and needs. The assessments result in a score which leads to offenders being classified at different levels of risk and need, from very low to very high. This allows DSR to ‘provide different correctional programs for different levels of offenders. This is a very new experience for us, and gives us a clear direction to make a treatment plan and manage the case.’

The LS/CMI and YLS/CMI assessments that have been conducted to date have shown that three quarters of offenders score as very low or low risk, over 20% as medium risk, and fewer than 5% as high risk. This is very valuable information for DSR and for the courts. The assessments conducted to date also indicate that most offenders are relatively low on most of the scales of need.

(ii) Looking ahead

DSR said that the introduction of the LS/CMI and YLS/CMI assessment tools has been beneficial as they provide a more objective and professional basis for assessments. However, it is also important to ensure that individual differences between offenders are adequately considered and not lost in the objectivity of the process.

DSR is aiming to administer the LS/CMI and YLS/CMI at discharge as well as at the intake/court stage. It will continue to gather data on the impact and effectiveness of the LS/CMI and YLS/CMI and will use this evidence to inform future strategic and operational planning.
DSR’s longer term goal is to ensure that the assessment tools reflect the specific circumstances of Macao (China), including the large number of prisoners from mainland China, and to develop more tailor-made programs.

(h) FIJI

(i) Current situation

The Fiji Correction Service (FCS) has a strong focus on rehabilitation. Accurate assessments of offenders’ needs and risks are central to that task. The ‘rehabilitation framework’ in FCS identifies four ‘streams’ of offenders: Christian, Non-Christian, Short-Termers and Long-Termers. Different approaches are required for each.

FCS uses three assessment tools: A Risk, Needs, Responsivity tool (RNR), a Sex Offender Intervention and Progress Scale (SOTIPS), and an Offender Screening Tool (OST).

- The RNR tool is applied to prisoners on admission. It covers a range of static factors such as the nature and seriousness of the offence and the offender’s record. It also covers dynamic risk factors, such as anti-social personality traits, pro-criminal attitudes, mental health, substance abuse, and family/marital relationships. Application of the RNR helps FCS to determine ‘intervention goals’ and also the type and intensity of any interventions.

- SOTIPS is designed to assess the risk of sexual recidivism of adult males who have been charged with or convicted of a sexual offence against children, or a non-consensual sexual offence against an adult. As discussed at APCCA 2017 in Fiji, this is an issue of national concern as sexual offences, especially against children, appear to have been increasing. As with the generic RNR tool, the aim of SOTIPS is to ensure that the higher risk offenders are identified, carefully managed, and directed into higher intensity programs.

- OST provides a ‘broad overall assessment of offender risks and needs’, and is used at a number of stages in the corrections process. In particular, it is used when taking decisions about a person’s release and about the potential supports that will be available. For example, it is influential in determining whether, in the months after release, a person can access a Poverty Alleviation Project (PAP) under which people are given assistance in farming or business plans. It also impacts on an offender’s ability to access the successful Solesolevaki farming program which, again, aims to equip people for release.

(ii) Looking ahead

FCS said that RNR, SOTIPS and OST have improved the classification, management, and rehabilitation of offenders. They give a much clearer understanding of risks and needs, and therefore improve the allocation of programs and the better use of resources.

FCS will continue to evaluate and further develop these tools into the future.

(i) INDONESIA

(i) Current situation

Rates of recidivism, community expectations, and changes in the nature and extent of crime, pose ongoing challenges for the Indonesian Directorate of Corrections.
A key strategy in addressing these issues is to develop effective programs, drawing on psychological theories such as social learning theory and cognitive behavioural therapy. Indonesia uses five main assessment tools to determine prisoner placement, management and programs.

**Security risk assessments** have several dimensions. They include the person’s risk of escape; risk of harm to themselves, staff or other prisoners; health risks (such as disease transmission); and the risk that they will use their networks to commit further crime (especially drugs and terrorism). The primary role of security risk assessments is to determine a prisoner’s placement.

**Radicalisation risk assessments** are applied to people who are convicted or suspected of terrorism-related activity. It assesses the person by reference to their military skills, their radicalisation skills, their networks, and any other relevant information. These assessments are designed to determine the prisoner’s placement and to identify relevant de-radicalisation programs.

**Narcotics risk assessments** classify offenders by reference to whether they are producers, users, or distributors. They assess the person’s risk of reoffending and are used to determine placements and treatment interventions.

**Behaviour assessments** are more general. They assess issues such as self-awareness, discipline, training, and productivity / work ethic. These assessments play an important role in ensuring that the right people are allocated to the right types of employment, training, and pre-release activities.

**Risk and needs Assessments** are used to develop case plans, both in custody and for release. These assessments are important when considering questions of prisoner placement and access to reintegration programs.

**(ii) Looking ahead**

The Indonesian Directorate of Corrections regards accurate prisoner assessments as critical to managing its facilities and to reducing recidivism. They have a particularly important role to play in relation to serious and organised crime, including terrorism and narcotics.

The Directorate will continue to monitor and evaluate its assessment tools and to improve them as required.

**(j) JAPAN**

**(i) Current situation**

In Japan, prisoner assessments were traditionally based on interviews with offenders. However, this process could be subjective, and was ‘weak in terms of objective and empirical validity’. It was also not an efficient or consistent process.

To overcome such problems, the Correction Bureau introduced the General Risk Assessment Tool for Inmates ([G-Tool](https://www.example.com/g-tool)). The G-Tool is applied at the start of a person’s sentence. Information is put into electronic form, and calculations are done to assess the ‘probability of recidivism within two years’.

The information used for G-Tool assessments is static rather than dynamic. It includes the nature of the offence, prior criminal history, and several other factual variables. Based on G-Tool assessments, prisoners can be divided into recidivism risk levels, which impact on decisions about the person’s placement and management.
The development of the G-Tool was underpinned by four important principles:

- **Gender-informed.** Separate tools have been developed for men and women, in recognition of their gender-specific needs, roles and responsibilities.

- **Culture-informed.** It was clear that assessment tools developed in other countries would not be appropriate in Japan because of differences in culture and in criminal justice systems. When developing G-Tool, Japan tested a number of foreign assessment tools and ‘they did not work’.

- **Evidence-based.** In developing G-Tool, Japan conducted a retrospective study of offenders who had been released two or more years earlier. By comparing the attributes of recidivists and non-recidivists using regression analysis, they were able to weight the variables and to develop the male and female assessment tools.

- **Practical convenience.** As a large number of offenders must be assessed by a small number of staff, the tool uses only a limited number of variables (18 for men, 16 for women).

Although the G-Tool is relatively simple, its ‘predictive accuracy is competitively good compared to other countries.’

The average recidivism rate for men is around 30%. However, less than 4% of men assessed at the lowest level of risk (Level 1) re-offend. The figure rises to 60% for the highest risk group. In the case of women, the overall recidivism rate is 26%. However, only 1% of women assessed at the lowest level of risk (Level 1) re-offend. The figure rises to 57% for the highest risk group.

**Looking ahead**

The G-Tool has proved to be statistically valid and has assisted the Correction Bureau in its management of offenders and in its efforts to reduce recidivism rates. However, in its current form, it is based on static factors. It does not measure dynamic factors, including any changes that the person makes during their time in custody.

Future work will focus on building dynamic factors into the calculations. In undertaking this work, the Bureau will be able to draw on experience in the youth system, where the Ministry of Justice operates a Case Assessment Tool (MJCA). The MJCA includes 52 static and dynamic risk factors, including assessments of matters such as attitude and motivation.

Work will also be undertaken to evaluate the current G-Tool model using a longer post-release follow-up period of three years.

Finally, the Correction Bureau will examine any modifications that may be required to ensure that its assessments reflect changes in ‘the atmosphere of society, policy changes, economic conditions, globalisation and transnationalization’.

**KOREA**

**Current situation**

The Korean Correctional Service (KCS) believes that good quality assessments of offenders are ‘necessary to predict the possibility of problematic behaviour in the life of a prisoner and to analyse the risks of recidivism accurately in advance.’
Initially, Korea used the *Minnesota Multiphasic Personality Inventory (MMPI)* to assess prisoners. However, the MMPI failed to meet Korean correctional needs for two reasons:

- First, it ‘consisted of inappropriate questions that did not match Korean correctional reality’.
- Second, the MMPI is directed more to mental health services than to prisons.

In 2002, Korea therefore developed its own ‘Correctional Psychology Test’ (CPT). The CPT aims to reduce the number of major incidents (such as assaults, escapes, suicide and self-harm); to reduce risk, and to target counselling and training.

The CPT is administered to all prisoners who are subject to a classification review. If the first test shows a high probability of problematic behaviour, the person is classified as a ‘Potentially Unusual Inmate’. In such cases, the test will be repeated one month later. If the same result is obtained, the person will be classified as an ‘Unusual Inmate’, and subject to more intensive management.

The CPT is therefore mainly geared toward a person’s behaviour within the institution. KCS uses a different tool called the *Recidivism Prediction Index (RPI)* to assess the risk of recidivism. The RPI assesses whether the person can be trusted in a lower security environment. It also plays a very important role in deciding whether a person should be granted parole, and any conditions that will be imposed.

The RPI was introduced in 2012. The evidence indicates that it has been successful in reducing the number of people who are readmitted to prison after being released on parole. It has therefore contributed to public safety.

Finally, KCS operates a High Risk Management Centre at each of its regional headquarters. These Centres assess high risk offenders, such as people convicted of murder, sexual offences, serious violence and arson. In undertaking these assessments, they apply a *High Risk Assessment Scale (HRAS)* that has been developed by KCS. The outcome of these assessments will determine the person’s ‘management level’, the nature and intensity of any treatment in prison, and what interventions will be required when the person is released.

(ii) Looking ahead

KCS has developed its own assessment tools that are designed to reflect the specific needs of Korea and its prisoners. The evidence also shows that these tools have had a positive impact on prison management and correctional outcomes.

However, the CPT has now been in operation for over 15 years, without any significant changes. As a result, it does not fully ‘reflect social reality’ today. KCS is therefore planning to strengthen its links with universities and research institutes to analyse areas of concern and to come up with ways to further improve its assessment processes.

### 3. CONCLUSIONS AND FUTURE DIRECTIONS

The conference theme was ‘Transforming Corrections’. The single most significant transformation over the past 20 years has been the focus on rehabilitation and reintegration as well as security and containment. The focus on rehabilitation has led to a much sharper recognition of the fact that offenders have different needs and pose different risks. They must therefore be managed, treated and supported in different ways. In order to do this, it is important to have robust and effective tools to assess both risk and need, and to target programs at the people who will benefit from them (‘responsivity’).
The papers and presentations at APCCA 20118 showed how far countries have developed. Everyone deserves great credit for embracing the ideas, being open to learning from each other, while focusing on the requirements of their own particular cultures, legal traditions and offenders.

Eight main messages emerged from the presentations and papers:

- **Safety and security.** Good assessment tools will assist in providing safe and secure custody.

- **Allocation of resources.** All corrections departments are under resourcing pressures, and must try to ‘do more with less’. Good assessment tools help to target scarce resources more effectively.

- **Recidivism and public safety.** Several of the papers provided evidence that the introduction of assessment tools and the better targeting of services has reduced recidivism and improved public safety.

- **Gender differences.** Assessment tools must be gender-specific. Women and men are very different in terms of risks, needs and responsivity.

- **Social and cultural differences.** Assessment tools must be socially and culturally relevant. While there are many common points, overseas models have generally not worked when implemented or tested in other countries.

- **Simplicity and usability.** Some assessment tools are complex and multi-layered. The papers showed that more simple tools may sometimes be more appropriate, at least in the initial stages. The evidence also suggests that these tools can produce good results.

- **Evidence-based.** Assessment tools must be evidence based. The most successful models have been developed following detailed analysis of local data on offenders and recidivism, and have been tested locally.

- **Evaluation and development.** It is important to regularly evaluate the effectiveness and efficiency of assessment tools. Society is not static and the tools need to evolve to take account of social and legal changes.
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 (please see Appendix A).

The conference week commenced with the Finance Committee meeting on Sunday 2nd September 2018. Thereafter, a Governing Board meeting was held to discuss several matters and to consider possible recommendations to be taken to the full conference. This was followed by a Moderators’ Meeting to discuss ways to facilitate the sessions for Agenda Items 2-5.

FINANCE COMMITTEE MEETING
Sunday 2nd September 2018

One of the roles of the APCCA Secretariat is to administer the APCCA Fund. The role of the Administrator of the APCCA Fund is performed by the Hong Kong (China) branch. Each year, the following reports are tabled at the Finance Committee meeting:

• The Report of the APCCA Finance Committee (provided in Appendix G); and
• The Report on the Administration of the APCCA Fund (provided in Appendix F).

Please note also the discussions under ‘Governing Board Meeting’ and ‘First Conference Business Session’ regarding these Reports.

GOVERNING BOARD MEETING
Sunday 2nd September 2018

Under Clause 14(f) of the Joint Declaration (see Appendix A), the members of the Governing Board 2017-2018 consisted of:

• 2018 host73 (and Chair): Malaysia
• Two future hosts:74 Mongolia (2019) and Singapore (2020)
• Three immediate past hosts:75 Fiji (2017), China (2016) and Thailand (2015)
• Four elected members:76 Sri Lanka (elected in 2017), Korea (2016), Japan (2015) and Macao (China) (2015)
• Three rotating members:77 Bangladesh, Australia and Vietnam
• APCCA Secretariat:78 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.

73 Clause 14(a) of the Joint Declaration.
74 Clause 14(f) was amended at the 2014 conference in Canada to include two future hosts.
75 Clause 14(e).
76 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.
77 Clause 14(d).
78 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 Dato’ Mohd. Zawawi bin Abdul Rahim, Chairman of the APCCA 2018 Organising Committee. Mr Zawawi invited members to introduce themselves.

The Board members formally thanked the Malaysian Prisons Department (MPD), the Malaysian Ministry of Home Affairs and the Ministry of Melaka for hosting the conference. The members also expressed their appreciation to Mr Zawawi and his Organising Committee members for their commitment and hard work in organising the conference.


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.

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.79

Mrs Irene Morgan thanked Commissioner Lam for presenting the report to the members. As in previous years, the APCCA’s financial position continues to be healthy. Copies of the APCCA Fund Administrator’s Report and the Report of the APCCA Finance Committee are provided in Appendices F and G, respectively.

The Board thanked Commissioner Lam for presenting the report. It thanked Hong Kong (China) for its role as the 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 2017-2018

Each year, the APCCA Secretariat Report is prepared and presented on rotation between Hong Kong (China) and Singapore. Mr Terence Kwok-Leung Lam, Commissioner of the Correctional Services of Hong Kong (China) presented the report to the Board. The report outlines the Secretariat’s administrative activities in 2017-2018.

Based on a cooperative agreement between the two Departments, the Correctional Services of Hong Kong (China) undertakes the general administrative duties, liaison work, production of the annual correctional statistics in the region and financial matters whereas the Singapore Prison Service is responsible for the APCCA newsletter production as well as the management and maintenance of the APCCA Website. A copy of the Secretariat Report is provided in Appendix H.

Mrs Morgan noted that Hong Kong (China) and Singapore have served as the APCCA Secretariat since their joint appointment in 2001. She thanked Hong Kong (China) and Singapore for their dedication and commitment to the organisation, over the years.

79 Clause 32 (as amended in 2013).
The Board thanked Commissioner Lam for presenting the APCCA Secretariat Report. It also thanked the APCCA Secretariat for its continuing high quality service. It resolved that the Secretariat Report be tabled to the Conference.

4. Data Collection

Each year, the Secretariat (Hong Kong (China) branch) collates and produces the correctional statistics in the Asia-Pacific region.

Ms Shie Yong Lee, Deputy Commissioner of the Singapore Prison Service, proposed that the data collection be reviewed by the Secretariat and the Rapporteurs, and that proposals from such review be brought to a future Conference.

The Board agreed that a review of the APCCA data collection be conducted by the APCCA Secretariat and the Rapporteurs, and that proposals from the review be tabled for discussion at a future conference.

The Board resolved to advise the Conference regarding the above matters, and to seek their endorsement.

5. Confirmation of future hosts

Mrs Morgan advised of the following confirmed hosts:

- 2019: Mongolia
- 2020: Singapore
- 2021: Korea
- 2022: Indonesia

Mrs Morgan thanked Mongolia, Singapore, Korea and Indonesia for offering to host the conference in the coming years. She acknowledged the strength of the organisation as it has confirmed hosts from 2019 to 2022. Mrs Morgan indicated that the Rapporteurs and the Secretariat would be happy to advise the future hosts on conference planning.

The Board expressed its great appreciation to Mongolia, Singapore, Korea and Indonesia for offering to host APCCA in 2019, 2020, 2021 and 2022, respectively. 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 2022. However, if any other country wishes to host the conference from 2023 onwards, they can discuss the matter with the Rapporteurs.

6. Nauru’s request to be a member of APCCA

Mrs Morgan stated that Bangladesh and Vanuatu were welcomed to the APCCA family when they became a member of APCCA at the 2017 conference in Fiji. It was a memorable occasion for both new members.

Mrs Morgan advised the Board that a few months ago, Nauru had expressed its wish to become a member of APCCA. The membership process will occur during Business Session 1 on Monday, when Mr Langitupu Taleka, Superintendent of the Nauru Correctional Service, will be invited to
sign the Membership Registration Form. This will give the Conference the opportunity to welcome Nauru to the APCCA family.

Mrs Morgan noted that the organisation has grown in strength and in number, each year. This reflects the invaluable role that the organisation plays in corrections in the Asia-Pacific region.

The Board acknowledged Nauru’s wish to be a member of APCCA and that the formal membership process will occur during Business Session 1. This involves the signing of the Membership Registration Form and formal photographs to be taken.

7. Confirmation of APCCA Members

Mrs Morgan confirmed the following APCCA members:

- Australia (Australian Capital Territory, New South Wales, Northern Territory, Queensland, South Australia, Tasmania, Victoria and Western Australia)
- 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

Mrs Morgan stated that Nauru will be added as a new member after Business Session 1.

8. Governing Board membership for 2018-2019

Mrs Morgan advised that Clauses 14 and 15 of the Joint Declaration were relevant to the determination of the Board membership for 2018-2019.

Clause 14 of the Joint Declaration states:
“The composition of the Governing Board for a particular Annual Conference will be as follows:

(a) **Board Chair**: The host of that Annual Conference will be the Board Chair;
(b) **Elected membership**: There will be four elected members. Each year, there will be an election for one of the four seats;
(c) **Previous host membership**: The previous host membership will consist of the past three consecutive host states/territories/areas of the Annual Conferences;
(d) **Rotating membership**: The rotating membership will consist of three reversed alphabetically chosen states/territories/areas attending the previous year’s Annual Conference;
(e) **Secretariat host membership**: The existing APCCA Secretariat host(s); and
(f) **Next host membership**: The hosts of the next two Annual Conferences.”

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<th>Governing Board 2018-2019</th>
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<td>2019 host:</td>
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<td>APCCA Secretariat:</td>
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Mrs Morgan explained that 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. Member countries will be invited to nominate to be an ‘elected member’ (an election will to be held by ballot during the conference if there were more than two nominations).

Mr Kangju Choi, Commissioner of the Korea Correctional Service, advised the Board that Korea would be happy to step down as an ‘elected member’ as it would already be a Board member as a ‘future host’. Mr Choi added that this would give another APCCA member country the opportunity to serve on the Board as an ‘elected member’. Mrs Morgan thanked Korea for its thoughtful gesture in vacating its elected membership on the Board and noted that it would continue its invaluable service to the Board as a ‘future host’.

Regarding ‘rotating members’, Mrs Morgan explained that under Clause 14, the rotating membership for 2018-2019 will consist of three reversed alphabetically chosen states/territories attending the 2018 conference. Pursuant to Clause 15, the membership of the Governing Board 2018-2019 will be finalised during Business Session 2 on Friday.

⇒ The Board thanked Korea for vacating its elected membership to give another member country the chance to be nominated as an ‘elected member’. The Board noted that Korea will be able to be a Board member in its capacity as a ‘future host’.
⇒ 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
conference if there were more than two nominations). The membership of the Governing Board 2018-2019 will be finalised during Business Session 2.

9. Appointment of the Agenda Committee members

Mrs Morgan advised that the role of the Agenda Topics Committee was to decide on the topics for Agenda Items 2-5 for APCCA 2019. The process is as follows:

- Delegates submit suggested topics by Tuesday, to the Rapporteurs.
- The Rapporteurs consider the suggestions and propose suitable topics in consultation with Mongolia (host for 2019).
- The Rapporteurs chair the Agenda Topics Committee meeting on Wednesday. The final topics for Agenda Items 2-5 will be decided.
- At Business Session 2 on Friday, delegates will be advised of the final topics.

The following countries expressed their interest to be on the Committee: Mongolia, Australia, China, Hong Kong (China), Japan, Malaysia, Singapore and Sri Lanka.

⇒ 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.

10. Other business

The APCCA Secretariat (Hong Kong (China) and Singapore) proposed that there should be an increase in the Rapporteurs’ fees as they had not been increased for many years. The Rapporteurs left the meeting while the Board discussed this proposal.

The Board resolved that the annual fee for each of the Rapporteurs should increase from US$6,250.00 to US$7,250.00. The total fee for the Rapporteurs’ committed and valuable services will therefore be US$14,500.00. The Board also noted that Professor Morgan had waived his honorarium since 2009.

BUSINESS SESSION 1
Monday 3rd September 2018

1. Open and Welcome

Dato’ Sri Haji Zulkifli bin Omar, Commissioner General of the Malaysian Prisons Department, gave a warm welcome to all delegates and observers to the conference and to Melaka. He stated that Melaka was a city rich in history, culture and traditions and hoped that all participants would take the opportunity to experience what Melaka had to offer.

Commissioner General Dato’ Sri Haji Zulkifli acknowledged that APCCA 2017 was hosted by Fiji and thanked the Fiji Corrections Service for hosting a successful conference. He then invited Professor Neil Morgan and Mrs Irene Morgan (Rapporteurs) to chair the session.

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). Mrs Morgan thanked Commissioner Lam for presenting the Reports. 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**

Mrs Morgan explained that the APCCA Secretariat position is jointly held by Hong Kong (China) and Singapore. Each year, the Secretariat Report is presented, in rotation, by the Secretariat.

This year, Mr Terence Kwok-Leung Lam, Commissioner of the Correctional Service of Hong Kong (China) presented the Secretariat Report to the Conference. Copies of the report were distributed to the Heads of Delegation (see Appendix H).

Mrs Morgan thanked Commissioner Lam for presenting the report. She noted that Hong Kong (China) and Singapore have served as the APCCA Secretariat since their joint appointment in 2001. She thanked Hong Kong (China) and Singapore for their dedication and commitment to the organisation, over the years.

⇒ The Conference noted the Secretariat Report and thanked Commissioner Lam for presenting it.  
⇒ The Conference showed its appreciation for the Secretariat’s dedication and commitment to the organisation since 2001.

4. **Data Collection**

Each year, the Secretariat (Hong Kong (China) branch) collates and produces the correctional statistics in the Asia-Pacific region.

Ms Shie Yong Lee, Deputy Commissioner of the Singapore Prison Service, proposed that the data collection be reviewed over the next 12 months by the Secretariat and the Rapporteurs, and that proposals from such review be brought to the Conference in 2019 in Mongolia.

Mrs Morgan advised that the Governing Board had resolved to advise the Conference of the above matters and to seek their endorsement.

⇒ The Conference endorsed the Governing Board’s proposal that a review of the APCCA data collection be conducted by the APCCA Secretariat and the Rapporteurs over the next 12 months, and that proposals from the review be tabled at the 2019 conference in Mongolia, for discussion.
5. **Confirmation of Future Hosts**

The confirmed future hosts are:
- 2019: Mongolia
- 2020: Singapore
- 2021: Korea
- 2022: Indonesia

Mrs Morgan thanked Mongolia, Singapore, Korea and Indonesia for offering to host the conference in the coming years. She acknowledged the strength and unity of the organisation as it has confirmed hosts until 2022. There was a round of applause for the future hosts, by the Conference.

Any other countries wishing to host APCCA in 2022 onwards were advised to discuss the matter with the Rapporteurs. Mrs Morgan indicated that the Rapporteurs and the Secretariat would be happy to advise the future hosts on conference planning. Additionally, Mrs Morgan has written a *Conference Planning Manual* to assist future hosts.

⇒ *The Conference expressed its great appreciation to Mongolia, Singapore, Korea and Indonesia for offering to host APCCA in 2019, 2020, 2021 and 2022, respectively. The Rapporteurs and Secretariat would be happy to advise and assist the host countries on conference planning.*

⇒ *APCCA members were invited to consider hosting the conference in 2023 onwards and to contact the Rapporteurs for discussion.*

6. **Nauru’s request to be a member of APCCA**

Mrs Morgan welcomed Mr Langitupu Taleka, Superintendent of the Nauru Correctional Service, and invited him to the stage for the formal membership process to occur. Commissioner General Dato’ Sri Haji Zulkifli bin Omar, Dato’ Mohd. Zawawi bin Abdul Rahim, Commissioner Terence Lam Deputy Commissioner Shie Yong Lee, Professor Morgan and Mrs Morgan joined Mr Taleka on the stage. Mr Taleka signed the Membership Registration Form and photographs were taken of this memorable event.

⇒ *The Conference gave a big welcome to Nauru 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.*

7. **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
• Nauru
• New Zealand
• Papua New Guinea
• Philippines
• Singapore
• Solomon Islands
• Sri Lanka
• Thailand
• Tonga
• Vanuatu
• Vietnam

8. Governing Board membership for 2018-2019

<table>
<thead>
<tr>
<th>Governing Board 2018-2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>2019 host: Mongolia</td>
</tr>
<tr>
<td>2 future hosts: Singapore (2020) Korea (2021)</td>
</tr>
<tr>
<td>3 rotating members: [This depends on member countries who are present at the 2018 conference.]</td>
</tr>
<tr>
<td>APCCA Secretariat: Hong Kong (China) and Singapore</td>
</tr>
<tr>
<td>Secretary: Rapporteurs (but are not Board members)</td>
</tr>
</tbody>
</table>

The membership of the Governing Board is set out in Clauses 14 and 15 of the Joint Declaration. Mrs Morgan explained that Korea became an elected member in 2016. However, at the Governing Board meeting on Sunday, Korea had expressed its willingness to vacate its elected membership position as it would be able to continue to serve on the Board as a ‘future host’. Importantly, this gesture gave another member the opportunity to be nominated as an ‘elected member’. Thus, there was one vacancy for an ‘elected member’ (please see the minutes of the Governing Board, above). Mrs Morgan also explained that the three rotating members would be confirmed at Business Session 2 on Friday.

⇒ Member countries were invited to consider becoming an ‘elected member’, with an election to be held by ballot (if necessary) during the conference if there was more than one nomination. The Governing Board membership for 2018-2019 will be confirmed at Business Session 2.
9. **Appointment of the Agenda Committee members**

Mrs 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 4th September 2018, 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 5th September 2018.

The following countries were confirmed to be members of the Agenda Topics Committee:
- Mongolia
- Australia
- Brunei
- China
- Hong Kong (China)
- Japan
- Malaysia

⇒ *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.*

10. **Other business**

There was no other business.

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**BUSINESS SESSION 2**

**Friday 7th September 2018**

Commissioner General Dato’ Sri Haji Zulkifli bin Omar welcomed all delegates to the session, and then invited the Rapporteurs, Professor Neil Morgan and Mrs Irene Morgan, to present the following information to the Conference.

1. **Confirmation of APCC Members**

The Conference confirmed that the list of APCCA members were as follows:
- Australia (Australia Capital Territory, New South Wales, Northern Territory, Queensland, South Australia, Tasmania, Victoria and Western Australia)
- Bangladesh (joined in 2017)
- Brunei Darussalam
- Cambodia
- Canada
- China
- Hong Kong (China)
- Macao (China)
- Fiji
- India
- Indonesia
- Japan
• Kiribati
• Republic of Korea
• Malaysia
• Mongolia
• Nauru (joined during APCCA 2018)
• New Zealand
• Papua New Guinea
• Philippines
• Singapore
• Solomon Islands
• Sri Lanka
• Thailand
• Tonga
• Vanuatu (joined in 2017)
• Vietnam

2. Future Hosts

The future hosts are:
• 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.


| 2019 host: 80 | Mongolia |
|---------------------------------|
| 2 future hosts: 81 | Singapore (2020) Korea (2021) |
| 4 elected members: 82 | Australia (elected in 2018)) Sri Lanka (elected in 2017) Japan (elected in 2015 Macao (China) (elected in 2015) |
| 3 rotating members: 83 | Vanuatu Thailand Solomon Islands |

80 Clause 14(a) of the Joint Declaration.
81 Clause 14(f) as amended at the 2014 conference in Canada to include two future hosts.
82 Clause 14(b).
83 Clause 14(d).
4. **Production of the Conference Report 2018**

One of the roles of the Rapporteurs is to write the annual Conference Report. As soon as possible in 2019, the Rapporteurs will circulate a draft Report by email. Members will have 4 weeks to submit their comments on the draft Report, to the Rapporteurs.

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 2019**

On Tuesday 4th September 2018, the Rapporteurs collated all the suggested topics for 2019 from member countries. As Mongolia will be the host for 2019, the Rapporteurs had a meeting with Mongolia and came up with recommended topics that were agreeable to Mongolia. On Wednesday 5th September 2018, the Agenda Topics Committee met to consider the suggested topics and the recommended topics put forward by the Rapporteurs.

The topics for 2019 are:

- **Agenda Item 1**: Challenges and Initiatives in Corrections. Please note:
  - This topic remains unchanged each year as it gives the opportunity for all countries to present. This maintains respect, equality and inclusiveness for each country.
  - To reduce repetition each year, the presentations should focus on selected recent initiatives and/or challenges.

- **Agenda Item 2**: Using modern technologies to improve prison operations, offender rehabilitation, and the supervision of offenders in the community

- **Agenda Item 3**: Managing and rehabilitating offenders who have substance abuse or mental health problems

- **Agenda Item 4**: Non-custodial sentences and parole: what are the challenges and what works?

- **Agenda Item 5**: Managing and rehabilitating juveniles and young adult offenders

6. **Discussion Guide for APCCA 2019**

The Rapporteurs will write a *Discussion Guide*. They will email this to members by May 2019. 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**

The main communication method to circulate important information is by email as it is quick and cost effective. It has been the practice for each member country to provide the contact details of at least two nominated persons to the APCCA Secretariat. Member countries were requested to

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84 Clause 14(e).
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 Australia, Hong Kong (China), India, Indonesia, Singapore and Solomon Islands took the opportunity to thank the Malaysian Prison Department for their generosity and warm hospitality, and for hosting such a successful and fruitful conference.

The speakers also congratulated Nauru on becoming a member of APCCA and paid tribute to the professionalism, dedication, and hard work of the Secretariat and the Rapporteurs.

The speakers noted that APCCA has been a strong platform in the Asia and Pacific region for the sharing of best correctional practices, knowledge and experience. They said it provides a unique platform for sharing best practices and forging professional links to improve the lives of offenders and the safety of the community, and looked forward to 2019 in Mongolia.
CLOSING CEREMONY

The Closing Ceremony was held on Friday 7th September 2018 in the Ballroom, Hatten Hotel, Melaka with a procession to the stage by:

- The Honourable Muhammad Jailani bin Khamis, Melaka State Executive Councillor for Tourism, Heritage and Culture
- The Honourable Datuk Wira Roslan bin Ibrahim, State Secretary of Melaka
- The Honourable Dato’ Sri Haji Zulkifli bin Omar, Director General, Malaysian Prison Department
- Distinguished Dato’ Alzafry Mohamed Alnassif bin Mohamed Adahan, Deputy Director General (Security and Corrections), Malaysian Prison Department
- Professor Neil Morgan, APCCA Rapporteur
- Mrs Irene Morgan, APCCA Rapporteur
- Brigadier General Tsegmid Amgahanbayar, Head of Delegation, Mongolia, General Executive Agency of Court Decision
- Mrs Gereltogtokh Gambat, Specialist, Mongolia, General Executive Agency of Court Decision

All present stood to attention as the National Anthem (Negara ku) and Melaka State Anthem (Melaka Maju) were sung. This was followed by the Prayer (Doa) Recital and speeches.

Prayer (Doa) Recital

In the name of Allah, the most Gracious and the Most Merciful. Provide us the love, the desire, and the tendency to work with full commitment and dedication to achieve excellence. Provide us with unity of hearts in managing and navigating our organization towards excellent service. Ya Allah, may our gathering here be a blessed one, our dispersion thereafter a guided and protected one.

Allahumma Ya Hannan Ya Mannan

May all the inputs and knowledge that we have gained during this conference will lead and enable us to serve with more efficient and provide a better service to the community. To our fellow friends, we seek your protection Ya Allah for them to return safely to their countries.
Speech by Mrs Irene Morgan, APCCA Rapporteur

Yang Berhormat Muhammad Jailani bin Khamis, EXCO dan Pengerusi Jawatankuasa Pelancongan, Warisan dan Kebudayaan Negeri Melaka,

Yang Berbahagia Komisioner Jeneral Dato’ Sri Haji Zulkifli bin Omar, Ketua Pengarah Jabatan Penjara Malaysia,

Yang Berbahagia Datuk Wira Roslan bin Ibrahim, Setiausaha Kerajaan Negeri Melaka,

Yang Dihormati Dato’ Alzafry Mohamed Alnassif bin Mohamed Adahan, Timbalan Ketua Pengarah (Keselamatan dan Koreksional), Jabatan Penjara Malaysia,

Brigedier Jeneral Tsegmid Amgalanbayar, Ketua Delegasi Mongolia,

Dif-dif kehormat, Dato-Dato, tuan-tuan dan puan-puan yang dihormati sekelian.

Saya, se-bagai se-orang Peranakan yang di-besarkan di Johor Bahru, Malaysia, amat berbesar hati kerana mendapat peluang untuk pulang ke tanah-air dan bertugas sebagai pelapor untuk persidangan APCCA pada kali ini. Ini ia-lah satu penghormatan kepada saya dan suami saya, Neil.

Walaupun saya meninggalkan Malaysia hampir empat puluh tahun yang lalu, dan kini menetap di Australia, namun hati saya masih lagi berada di Malaysia. Begitu juga dengan Neil yang telah lama berhubung dengan Malaysia semanjak tiga puluh enam tahun yang lalu.

[Although I left Malaysia nearly 40 years ago, and now live in Australia, my heart still remains in Malaysia. The same applies to Neil who has connections with Malaysia for 36 years.]

Sesungguhnya persidangan kali ini telah memberi kita peluang untuk membuat dan mencari kenalan dan pada masa yang sama menghidupkan semula persahabatan lama yang telah terjalin dari persidangan sebelum ini.
This conference has given us the opportunity to make new acquaintances and to rekindle old friendships from previous conferences.

Selama berada di sini, kita semua sangat gembira dan berbesar hati, kerana di-perkenalkan dengan tradisi dan kebudayaan Malaysia termasuk sajian makanan-nya yang enak dan lazat.

During the week, we have had many enjoyable moments together, and also experienced the Malaysian traditions, culture and delicious cuisine.

Kenangan terindah ketika berada di sini, dengan sambutan dan layanan yang istimewa oleh Kerajaan Malaysia dan Melaka secara-nya amnya, dan Jabatan Penjara Malaysia terutama-nya.

These enjoyable moments have only been made possible through the generous hospitality of the Malaysian and Melaka Governments and especially, the Malaysian Prison Department.


We extend our sincere gratitude and appreciation to Dato’ Sri Haji Zulkifli bin Omar, Dato’ Mohd Zawawi bin Abdul Rahim, Prison Superintendent Muhammad Asri bin Ali, Inspector Abu Bakar bin Mohd Tawil and the rest of the Organising Committee members and the Liaison Officers, who have worked tirelessly to make this conference a very successful one.

Kami akan membawa semua kenangan manis ini apabila kami meninggalkan Malaysia.

We will bring all these happy experiences and sweet memories when we leave Malaysia.

Dengan rasa sedih dan berat hati, kita akan mengucapkan selamat tinggal dan salam perpisahan kepada satu sama lain setelah selesai-nya persidangan ini.

Sadly and with a heavy heart, very soon tonight and tomorrow, we will be saying goodbye to one another.

Akhir sekali, saya mengucapkan, semoga kita semua selamat kembali ke tanah air masing-masing dan bertemu dengan keluarga tercinta. Kami juga berharap kita dapat bertemu lagi di Mongolia tahun depan. Terima kasih.

We wish you a safe journey home to your country and to your loved ones. We look forward to seeing you again in Mongolia next year. Thank you.
Speech by Professor Neil Morgan, APCCA Rapporteur

The Honourable Muhammad Jailani Bin Khamis, Executive Councillor, Member of Tourism, Heritage and Culture of Melaka.
The Honourable Dato’ Sri Haji Zulkifli bin Omar, Director General of Malaysian Prisons.
The Honourable Datuk Wira Roslan Bin Ibrahim, Melaka State Secretary
Distinguished Dato’ Alzafry Mohamed Alnassif bin Mohamed Adahan, Deputy Director General (Security and Corrections), Malaysian Prison Department
Brigadier General Tsegmid Amgalanbayar, Head of Delegation, Mongolia
Distinguished guests, Dato-Dato, ladies and gentlemen.

Over the past five days, it has been exciting to hear about the improvements that are taking place in corrections across the region. These achievements are particularly admirable when, in most countries, funding for corrections has not kept pace with growing demand. In other words, you have had to find ways to ‘do more with less’.

So, Irene and I congratulate all of you on your vision, and on the humanity, commitment, innovation and positive attitude that you bring to the task.

The theme of the conference is “Transforming Corrections”. I will mention just four examples of ‘transformation’ that we have heard about:

1. We all now focus on ‘corrections’ not just ‘incarceration’. Our goal is to rehabilitate and reintegrate offenders, not just to keep them secure. The Malaysian Prison Department’s presentation on life-long learning and parole, on Wednesday afternoon, was an inspirational example of this.

2. The focus on reintegration has led to some exciting new initiatives to connect offenders to the community, and to give them structure and support on release. Again, Malaysia showed us a good example on Wednesday, with the program that links people to employment when they are released on parole.

3. Everyone is keen to ensure that prisoners are treated with decency and respect. It is clear that, across the region, international standards, such as the Mandela Rules and the Bangkok Rules, are increasingly used as a key benchmark. Again, we commend all of you on this.

4. The final transformation is, of course, technology. New technologies offer many opportunities for more efficient and effective corrections. But they also pose many risks. These include the risk of mobile phones and other contraband getting into prisons; the risk of people gaining unauthorised access to sensitive information; and the costs of maintaining, upgrading and replacing systems. It is also clear that positive interaction between offenders and correctional staff will always remain the key to rehabilitation. Technology is, at most, a supplement.

We look forward to hearing more about these developments in 2019 in Mongolia, as we all seek to improve further.

Finally, let me reflect on the transformation of APCCA. We are a family, not just a group of professionals. And we are a growing family. My first APCCA conference, in Kuala
Lumpur in 1997, was a much smaller event. We are delighted that Nauru signed up as a member at this conference, and that Maldives attended the conference for the first time this year.

This year’s attendance at APCCA was in fact a record, with 27 nations attending. The previous record of 25 was also held by Malaysia, in 2008.

APCCA has also been very fortunate to have had the outstanding services of Hong Kong (China) and Singapore as its Secretariat for last fifteen years.

We also thank UNAFEI and the ICRC for your participation in APCCA and for your support to countries across the region.

Finally, Malaysia, a very big thank you for the pivotal role you have played in APCCA since its establishment in 1980. You have hosted the conference every ten years (1987, 1997, 2008 and 2008). You also hosted an important APCCA Working Party in 2011. And you have attended and contributed to every conference. In the words if the APCCA song, which you composed, you have achieved greater heights in corrections, and are truly a regional leader.

Well done, thank you, and see you again in Mongolia in 2019.

Dato’ Sri Haji Zulkifli bin Omar
Commissioner General of the Malaysian Prison Department (Host for 2018)

Bismillahirahmmaniirahim
Assalamualaikum, Salam Sejahtera and Good Afternoon

The Honourable, Muhammad Jailani bin Khamis, Melaka State Executive Councillor for Tourism, Heritage and Culture.

APCCA Rapporteurs Professor Neil Morgan and Mrs Irene Morgan

Yang Berbahagia Dato’ Alzafry Mohamed Alnassif bin Mohamed Adahan, Deputy Director General, Malaysian Prisons Department

Yang Berbahagia, Dato’ Mohd Zawawi bin Abdul Rahim, APCCA 2018 Organising Committee Chairman

Yang Berusaha, Tuan Abdul Aziz bin Muhamad, Melaka State Prison Director

Brigadier General Tsegmid Amgalanbayar, Head of Mongolian Delegation, the Host for 2019 Conference

Distinguished Guest, Ladies and Gentlemen

Allhamdulillah, with the grace of Allah the Almighty, we once again gather here this afternoon for the closing ceremony of APCCA 2018. On behalf of the Prison Department of Malaysia, I would like to express my heartfelt appreciation to Yang Berhormat (the Honourable) Muhammad Jailani bin Khamis for your presence, which strongly indicate your commitment and unwavering support to the noble corrections work.

For Yang Berhormat’s information, the Asian and Pacific Conference of Correctional Administrators or APCCA is a very unique organization and members are one big family.
Currently, APCCA has 26 member countries. For 2018 conference, we have 193 delegates from 24 member countries, 3 non-member countries, as well as delegates from International Committee of the Red Cross (ICRC) and The United Nation Asia and Far East Institute for the prevention of crime and treatment of offenders (UNAFEI).

Indeed, the response for APCCA 2018 in Melaka is overwhelming and fantastic. I thank all member countries for your participation and support.

Yang Berhormat, Distinguished Guests, Ladies and Gentlemen,

‘Transforming Corrections’ was chosen as the theme for APCCA 2018 as the role of prison service as a correctional agency has undergone a robust and massive change. We no longer operate within the traditional confines of the prison setting, but one that is committed to providing structured community reintegration for offenders, an area that is crucial in reducing recidivism.

The 5-day conference provided an excellent platform for speakers and delegates to exchange ideas and latest initiative of each country around the globe, towards a better correctional service. We agree in total that successful reintegration is dependent on successful collaboration between government agencies, community partners as well as the offenders themselves and their families. I take this opportunity to thank all presenters for your contribution.

As the chairperson of APCCA 2018, I would like to thank the State Government of Melaka in particular the Honourable Chief Minister, the Honourable Muhammad Jailani bin Khamis, and the State Secretary of Melaka for the tremendous support and hospitality; the Ministry of Home Affairs Malaysia especially Yang Berbahagia Dato’ Seri Alwi bin Haji Ibrahim, the Secretary General, for the guidance; APPCA Rapporteurs Professor Neil Morgan and Mrs Irene Morgan for your tireless and time spent; the APCCA Secretariat, the organising committee of APCCA 2018, all prison staff and not forgetting all the Liaison Officers who have been working very hard round the clock for a smooth running of the conference and to ensure all delegates are well taken care of.

A special gratitude and thank you also to APCCA member countries especially delegates of this year’s conference. My sincere hope that you have benefited from the conference and I apologise for the short comings, if any, during your stay in Melaka, Malaysia.

Congratulations to everyone who have made the conference a big success. Hope to see you again in Mongolia, next year. Thank you.

Brigadier General Tsegmid Amgalanbayar,
Head of Mongolian Delegation and the Host for 2019

Dear respected guests, respected delegates, ladies and gentlemen,

Sending my warm greetings to you all.

First and foremost, I would like to congratulate on behalf of myself and on behalf of my colleagues to the Malaysian Prison Department for the highly successful completion of the 38th Asian and Pacific Conference of Correctional Administrations in this beautiful country.
General Executive Agency of Court Decision (GEACD) Mongolia is honored and grateful to the member states, board members and Irene and Neil Morgan for inviting GEACD Mongolia to the Asia Pacific Conference of Correctional Administration every year since the beginning and working together towards Correctional Excellence.

General Executive Agency of Court Decision Mongolia is looking forward to the future opportunities with the member states in the Asia Pacific region to collaborate on introduction of new technologies and methodologies to correctional services, to improve the educational background and security conditions of the officers, prison units and share best practice and knowhow of the correctional field.

The General Executive Agency of Court Decision Mongolia will take consideration of all the issues that were discussed during this conference to our correctional service implementation.

The General Executive Agency of Court Decision Mongolia is grateful to the Asian and Pacific Conference of Correctional Administrations for entrusting us to organize the 39th meeting in Mongolia. The General Executive Agency of Court Decision Mongolia is proud to continue and enlighten the journey of APCCA.

The General Executive Agency of Court Decision Mongolia is consistently implementing its Legal Reform Program, Government Program on changing the type and regime of the Prison system to open and closed system, protecting the rights of prisoners, providing security, conducting imprisonment accordance with international norm and standards.

Dear friends, distinguished guests,
I am sending my respectful invitations and welcoming all member states and delegates to my country Mongolia, where the ancient nomadic lifestyle and heritage has been preserved and protected for generations and is known to the world by our greatest king Chinggis. Welcome to Mongolia.

Thank you.

A short video presentation on Mongolia was shown, followed by the official handing over of the APCCA Flag by Commissioner General Dato’ Sri Haji Zulkifli bin Omar (host of APCCA 2018) to Brigadier General Tsegmid Amgalanbayar (host of APCCA 2019).

Speech by the Honourable Muhammad Jailani Bin Khamis,
Melaka State Executive Councillor for Tourism Heritage and Culture

Good Afternoon and Salam Hormat.

Commissioner General Yang Berbahagia Dato’ Sri Haji Zulkifli bin Omar, Director General of Prison, Malaysia
Honourable Datuk Wira Roslan bin Ibrahim, Melaka State Secretary
APCCA Rapporteurs, Professor Neil Morgan and Mrs Irene Morgan
Brigadier General Tsegmid Amgalanbayar, Head of Mongolia Delegation
Distinguished Guest, Delegates, Ladies and Gentlemen.
First and foremost, allow me to record my sincere appreciation for the invitation extended to me for the Closing Ceremony of the 38th Asian and Pacific Conference of Correctional Administrators (APCCA) 2018. It is indeed an honour for me to be given the privilege to officiate the Closing Ceremony on behalf of the Honourable Chief Minister of Melaka. I have not had any opportunity to meet all of you before, but as the saying goes, there is no better time like the present.

Before I go on, I would also like to congratulate the Prison Department of Malaysia for the successful hosting of APCCA 2018. Needless to say, APCCA is a perfect platform for the sharing of ideas, and creative innovation within correctional fraternity.

Malaysia has just celebrated its 61 years of independence which was on 31st August 2018 and is moving progressively towards a developed nation. In this process, the state (elected Government) is duty bound to protect the vital interests and core values of the populace through its security architecture platform.

These core values include basic necessities such as the right to survival, food, shelter and security from harm, among others. Buzan (1991a, p.432) defined security to be “the pursuit of freedom from threat and the ability of states and societies to maintain their independent identity and their functional integrity against forces of change which they see as hostile”. Similarly, according to Wolfers, “security, in any objective sense, measure the absence of threats to acquire values and in a subjective sense, the absence of fear that such values will be attacked”.

In the context of these definitions, the Malaysian Government recognises the role and the importance of Correctional Organisations within the Criminal Justice System. As part of the Criminal Justice System, corrections contribute to the protection of society by actively encouraging offenders to take advantage of opportunities that will assist them in becoming law-abiding citizens, while exercising only the degree of control necessary.

A term of imprisonment is appropriate for those offenders who pose an unmanageable risk to the public, or where the seriousness of the offence, in the eyes of society, requires imprisonment as a sanction. When imprisonment is necessary, corrections has an obligation to provide for the safe, secure and humane custody of offenders, while exercising only the degree of control necessary. Society is best protected in the long-term by the timely and safe release of offenders to serve the balance of their sentence in the community. The prison regime should facilitate their safe return to society by creating, to the extent possible within prison, an environment reflective of the community-at-large. It is equally important to provide a range of programs and activities that motivate offenders to address the factors that led to their criminal behavior and to maintain family and community ties.

The other important component of corrections is the reintegration of inmates into society. The interests of society are best served by the successful reintegration of offenders as early and safely possible. This is a key aspect of corrections’ contribution to crime prevention. Credible community programs, directed towards maintaining

offenders in the community and consistent with the need to protect the public, are a cost-effective approach to dealing with offenders and should be the primary focus.

Distinguished guest, delegates, ladies and gentlemen,

I believe the active intellectual discourse you had at this conference has sparked innovative thoughts and new ideas for us to leap forward in the correctional field. Last but not least, I must commend the Malaysian Prisons Department for successfully organising this prestigious conference. Thank you for choosing Melaka as the venue. My fervent hope that you had an enjoyable and memorable stay in Melaka.

I wish everyone a safe journey home.

I hereby declare APCCA 2018 close. Thank you.

The conference formally ended with the APCCA symbols being carried out of the venue by the Guards of Honour.

A Farewell Dinner was held in the evening which allowed the delegates to network further with one another. The delegates enjoyed the Malaysian cuisine and cultural dancing. It was a fitting end to a very successful and memorable conference.