

---

## REPORTS OF THE COURSE

---

### **GROUP 1**

### **ENHANCING THE ORGANIZATIONAL STRENGTHS OF CRIMINAL JUSTICE ORGANIZATIONS**

---

<b>Chairperson</b>	Mr. Peter Kimani NDUNGU	(Kenya)
<b>Co-chairperson</b>	Mr. Beresford Henry HEATHER	(Cook Islands)
<b>Rapporteur</b>	Mr. Lap-yip LO	(Hong Kong)
<b>Co-rapporteur</b>	Ms. Elizabeth MIRIO	(Papua New Guinea)
<b>Members</b>	Mr. Henry Karani LIMANYE	(Kenya)
	Mr. Ezekiel Gitonga THAIMUTA	(Kenya)
	Ms. Yun-jeong CHOI	(Korea)
	Mr. Hayato HIMURO	(Japan)
	Mr. Shingo OTOMO	(Japan)
<b>Adviser</b>	Professor Toru NAGAI	(UNAFEI)

---

### **I. INTRODUCTION**

Group 1 started its discussion on 27 August 2015. The Group elected, by consensus, Mr. Peter Kimani NDUNGU as its Chairperson, Mr. Beresford Henry HEATHER as its Co-chairperson, Mr. Lap-yip LO as its Rapporteur, and Ms. Elizabeth MIRIO as its Co-rapporteur. The Group was assigned to discuss the topic of “Enhancing the Organizational Strengths of Criminal Justice Organizations”. Though members of the Group come from different sectors, including prosecution, the judiciary, correctional services as well as probation offices, it was agreed without dispute that all criminal justice authorities should maximize the performance of their staff members in order to pursue the ultimate aim, a safe and inclusive society. Therefore, it is worthy to explore the ways of enhancing organizational strengths and its personnel.

### **II. SUMMARY OF THE DISCUSSION**

In the course of the discussions, the Group identified four major common issues that the criminal justice authorities are now facing, i.e., (A) Developing an Organizational Culture of Integrity, (B) Stress Management for Correctional Personnel, (C) Passing Knowledge and Experience to the Next Generation and (D) Promoting Cooperation in Capacity Building with Other Organizations. The following is a summary of discussion of each issue:

#### **A. Developing an Organizational Culture of Integrity**

Upon discussion, it was found that the corruption situations of all the authorities of various members were under control and there was no sign of the resurgence of syndicated corruption, though some members expressed serious concern about the “ethical climate” of their police and prosecution authorities. Nevertheless, all members of the Group shared the view that there was a need to strengthen the capacity of their own authority in order to tackle the potential corruption cases, as there were also several separate cases that occurred in the past, such as receiving advantage for the introduction of unauthorized articles, including dangerous drugs and mobile phones, into correctional facilities for inmates.

It was stated by the visiting experts that the lack of resources, poor management and the absence of leadership or supervision were the causes of corruption. In response to the above, on top of the nationwide policies, such as regular vetting of officials, introduction of internal and external organizations to keep track of government services, strict law enforcement against corruption, declaration of assets, application of new technology (such as video recording) during investigation as well as adopting the anti-corruption strategy of introducing an adequate pay scale, the government of Kenya had introduced and promoted a Service Charter indicating clearly the performance and obligations of their service, with a view to enhancing transparency and accountability. The Hong Kong participant also pointed out that their correctional department had adopted a participative approach in creating its Vision, Mission and Values (“VMV”) statement, which encouraged its staff to maintain positive values against corruption as the participative approach allowed all staff to own the VMV as a shared statement, as well as to carry it through.

Apart from the challenge arising from corruption, the Group had also discussed the issue of inappropriate treatment of offenders by correctional officers, including the use of unnecessary force, indecent and abusive language towards inmates, or treatment in breach of human rights. In the discussions, the Group had shared various measures to prevent the recurrence of inappropriate treatment of offenders, including the introduction of outside human rights organizations to keep track of government services, sufficient channels of complaints, publishing departmental brochures about the expected conduct of criminal justice officers, tailor-made training on the latest appropriate treatment of offenders as well as the enactment of legislation on offenders' rights and treatment. Notwithstanding the above, the Group considered that it was not easy to change the attitude of officers in the course of implementing a human rights approach for offenders. In this regard, the member from the Cook Islands pointed out that they had tried to position prison officers and offenders as father and son, in which their relationship was mentorship instead of opposing force. Under such positioning, it relieved the tension between the prison officers and offenders, and also facilitated the implementation of the human rights approach.

Furthermore, the handling of difficult offenders, including their threats and seductions of criminal justice personnel were also discussed in the meeting. All members shared the views that most of the threats and seductions come from offenders serving long-term imprisonment in correctional institutions, and the correctional officers were therefore identified to be the group most affected. It was pointed out by the members of the Cook Islands and Kenya that the lack of sufficient resources, including manpower, accoutrements or hardware facilities, has long been a source of challenge to their correctional services. In fact, due to the difference of social and economical development, they might sometimes require some low security risk inmates to provide assistance to the prison management in ensuring smooth daily operations. Such arrangement had attracted considerable discussion and quite diverse views. Though the privilege of the above low security risk inmates could be treated as a motivation for offenders to rehabilitate, all members shared the view that the arrangement of seeking inmates to provide assistance to the prison management was not desirable in principle.

To tackle the challenge arising from difficult offenders, it was agreed that clear, precise and concrete guidelines on handling such circumstances should always be maintained. Besides, an effective classification of offenders should be conducted upon admission in order to segregate problematic offenders from normal associations. Specific medical treatment for offenders suffering mental sickness had also been mentioned in the discussion. In conclusion, it is important to develop an organizational culture of integrity. In this regard, apart from strict enforcement of prison discipline by means of legislation as well as appropriate equipment (weapons), some members further suggested to introduce some tailor-made training on integrity management for staff members, with a view to enhancing their awareness of the importance of staff integrity. Emergency control plans should always be ready with regular rehearsal in order to make staff members familiar with the procedures. The member of Hong Kong had shared their experience on developing a strong culture of professional ethics and probity among staff by launching a series of educational and publicity campaigns on staff integrity and healthy lifestyle. He also suggested that a mentorship programme might assist in bridging experienced and newly recruited staff so as to pass the knowledge on handling difficult offenders as well as working under temptations.

## **B. Stress Management for Correctional Personnel**

Due to its job nature, it is not difficult to imagine how stressful the life of a criminal justice agency/officer can be. After discussion, the source of stress could be categorized into five major areas which are summarized as follows:

- Job Nature
  - a. Remote working stations
  - b. Long and irregular working hours
  - c. High-risk and life-threatening job nature
  - d. Frequent contacts with criminals
  - e. Tight daily routine procedures
  
- Insufficient resources
  - a. Uncompetitive pay scale
  - b. Overload of work

161ST INTERNATIONAL TRAINING COURSE  
REPORTS OF THE COURSE

- c. Very tight deadlines for reports
- d. Insufficient manpower
- e. Insufficient equipment
  
- Poor working environment
  - a. Potential exposure to infectious diseases
  - b. Potential threat/attack from gangsters or terrorists
  - c. Poor housing arrangements
  - d. Violence within the workplace
  
- Self-expectations
  - a. Strong power and responsibilities under legislation
  - b. Keen competitions among colleagues
  
- Change of social development
  - a. Rise of public expectation for government services
  - b. Rise of human rights concerns
  - c. Dealing with difficult offenders during criminal proceedings

It was agreed without dispute that it was stressful for them in daily operations. Although stress is a common problem among people in modern societies, the Group saw the importance of stress release and strength building in helping our staff to maintain a work-life balance. To achieve this, the member from Hong Kong stated that they had rolled out a Health and Balanced Lifestyle campaign for staff members for maintaining a healthy and productive workforce, in which various healthy activities had been held for their staff members and their families in bridging staff members to healthy life style, family support as well as a sense of belonging to the service. Moreover, members agreed that family fun days and parent-child activities should be held in order to strengthen family bonds. Also, thematic talks should be regularly organized with the help of professional expertise, such as clinical psychologists, which help staff members to enhance their abilities to cope with adversity. Furthermore, staff members should be invited to share their healthy and positive life experiences in the departmental newsletter so as to promote the positive values across the Team. In addition, counselling, team building and sport activities were also common practice in different countries to release staff stress. A proposal on paid leave had also been suggested and discussed in the meeting.

In the context of Kenya, apart from the similar measures aforementioned, they had also widely introduced technology devices to assist the work of officers (installation of CCTV, new design of uniforms, distribution of personal computers, etc.) and improved staff welfare by conducting enhancement of staff quarters. The Group had reached a consensus that the enhancement of staff welfare had a positive effect on productivity.

The member from the Cook Islands pointed out that the complicated rules, regulations and practices was one of the main causes of stress for staff members, especially for the new recruits. In this regard, he suggested that a comprehensive training programme with clear guidelines and a manual provided to staff members was definitely effective to help officers to gain a better understanding of complicated rules and regulations. Meanwhile, the management had the responsibility to promote the ideas of team work and mutual support among colleagues at work. The Japanese participants mentioned that management should be reminded of the importance of staff deployment in ensuring a team of officers with different characteristics, which helped to maintain the creativity of the team. It was also agreed that management should be aware of the imperfection of reality and should avoid falling into the ideology of perfectionism, which causes unnecessary stress to staff members. Last but not least, it was pointed out by the visiting expert that the resource shortage was definitely the most critical cause for the stress of staff members. With the above in mind, management should always be reminded that it is their responsibility to fight for adequate funding to relieve the resource shortage problem.

The Group had also found the importance of communications among officers in improving stressful work environments. Some members from Kenya raised the point that it was necessary to improve the means of communication between the line officers and management in order to facilitate the sharing and

reporting system. Line officers should be allowed to report and to seek advice from management, while management is encouraged to share their experience. Meanwhile, the idea of regular conferences for case sharing was also discussed and agreed to as a useful measure to help officers to further improve the quality of their case handlings. A Staff Complaint Register was also introduced allowing staff to raise their grievances against their supervisors through the established mechanism. Staff welfare services and activities, such as regular staff relation meetings, professional therapy seminars, sport activities, mental treatment with financial support and even specific facilities (mental illness due to stressful work) were provided. The Japanese participants had also shared their regular conference on case sharing, which had the effect of passing experience to new staff members and helping the supervisors understand the difficulties of frontline staff. It was also mentioned that the criminal justice authorities should be aware of the image in the mass media. With a positive image in the public, it not only helps staff members to deliver services, but relieves staff from stressful the working environment.

### **C. Passing Knowledge and Experience to the Next Generation**

The Group reached a consensus that good succession planning was extremely important to maintain the stability of the criminal justice authorities and to sustain the smooth-running of services. In fact, passing knowledge and experience to the next generation is an on-going process which takes years to develop and accomplish. During the discussion, members of different countries had shared their practices, which are summarized as follows:

- **Comprehensive Training Programmes**  
Rationale: Effective formal course training is always a key to success. It is important for management to provide comprehensive training to all staff members to facilitate their understanding of the departmental mission, job requirements and operational knowledge. It was agreed that a step-by-step principle should be adopted, i.e., the content of the courses and trainings should be based on the actual needs of officers concerned, having regard to their career development.
- **Diversified posting policy/internship programme**  
Rationale: To deliver continuous improvement in performance, new thoughts, mindsets, strategies and dynamics are necessary. Throughout different postings and attachments, criminal justice agencies can generate new ideas and learn alternative practices during professional exchanges with other parties. It helps our criminal justice agencies enhance competence and adapt to the fast changing environment.
- **Clear documentation on emergency control plans and daily operations**  
Rationale: To tackle challenges arising from the ever-changing environment swiftly, it is important to maintain a proper records of relevant experience, in particular those experiences accumulated over decades in the handling and management of offenders. Otherwise, the valuable knowledge and experience will be lost upon the retirement of experienced staff. Besides, apart from making a good reference for the next generation, these kinds of records facilitate the new generation to have a well-structured and well-organized sharing of knowledge and experience.
- **Mentoring and coaching scheme**  
Rationale: Mentorship and coaching schemes offer not only an opportunity to share their work experience, but also helps new staff members adapt to the work environment and the organization at an early stage of their careers. It also provides opportunities for different generations to work together and to share.
- **Cooperation with outside bodies to conduct research and refine training curriculum**  
Rationale: Under the ever-changing environment, the efforts of the criminal justice authorities will never be sufficient if they insist to continue working alone. With the collaboration with outside academic bodies, objective and scientific research can be conducted in a professional manner so as to refine the current training content, methods, as well as the curriculum.
- **Clear career path**  
Rationale: A career path maps out the journey that the new generation has to take in order to reach their career goals. By making a clear career path for staff members, they will feel more secure in

161ST INTERNATIONAL TRAINING COURSE  
REPORTS OF THE COURSE

the career direction and they will be better prepared for the many uncertainties and difficulties that lie ahead in their careers. It also encourages the new generation to make conscientious efforts to acquire the necessary skills and experience, so as to be fully prepared once opportunities arise.

- Standardization of training materials and content  
Rationale: To maintain quality service delivered by the service, it is important to have a detailed and standardized guide or manual for teaching a lesson. If the training content varies among different instructors or divisions among the service, the department will have difficulty in providing standardized services. Therefore, it should adopt a step-by-step guide that outlines the instructor's objectives for what the students will accomplish during the lesson to ensure appropriate information is taught in the most effective manner.
- E-learning  
Rationale: E-Learning is an interactive and highly efficient mixed-mode training ensuring extensive staff coverage and substantial reduction in training resources in comparison to the traditional learning process. Its advantages have been proven to be immense and far-reaching, not to mention its flexible and versatile characteristics. All users can universally access the learning material in various media formats anytime, anywhere and learn at their own pace. Its cost-effectiveness in terms of cost, manpower and time is also crucial under the existing stringent fiscal environment. In addition, the introduction of E-learning policy can engender a life-long self-learning culture among staff members.

At the end of the discussion, the visiting expert stated that it was extremely important to develop a positive attitude among staff members to learn and pass on job knowledge and experience to colleagues. Without a positive attitude, the impact and effectiveness of different succession programmes would deteriorate. Apart from that, he also mentioned that management should play a serious role in editing manuals and guidelines, as it is a process of defining and selecting useful knowledge and experience. In addition, he was of the view that an exit interview for retiring staff or officers leaving the service was a useful means to collect opinions on useful job knowledge from the perspective of experienced staff, so as to refine the content of knowledge and experience sharing.

#### **D. Promoting Cooperation in Capacity Building with Other Organizations**

With the rising public expectations for rehabilitation of offenders, criminal justice authorities are now expected to do more for offenders than just locking them up in jail. It is noted that the efforts by the government and the offenders themselves alone are never sufficient for the rehabilitation of offenders.

All members of various authorities collaborate with outside organizations to provide training to staff members, despite variations in the level of involvement. With the collaboration with overseas counterparts/institutions, or with the cooperation with other local governmental departments, advanced training on leadership or specific skills, such as peace keeping, treatment of offenders, management skills, counselling and family support, are provided to senior officers to broaden their knowledge and experience so as to further improve their service. Experts from various backgrounds (both private and public sectors) have also been invited to conduct seminars to share their experience on specific topics. Some countries, such as Kenya, Papua New Guinea, Hong Kong and Korea have also collaborated with local and overseas tertiary institutions to develop new training programmes to enhance officers' knowledge and skill sets. Korea had also gained resources from hospitals, libraries, museums, universities and other organizations to educate staff and provide welfare.

Though various outside collaborations were mentioned, it is also found that there are several unsatisfactory issues under the prevailing practice. A participant raised that the shortage of funding was always a challenge for establishing collaborations with outside organizations, which made them lack exposure to international training and qualifications. Other participants shared the view and indicated that there were insufficient training places for all eligible officers. Also, though their government had adopted an open door policy to boost cooperation and partnership, the criminal justice authorities in Kenya were required to select partners carefully as some of the organizations were not meeting the required standard. There was also insufficient research on correctional training in some countries.

The Group agreed that management should keep on fighting for adequate budget to provide training. However, with limited resources, management should be careful in selecting suitable officers to attend available trainings. Apart from the above, another participant noted that the quality of the training content should also be a concern, and it was important to choose suitable outside organizations to provide appropriate training to ensure the proper use of limited funding. Further, as the ultimate aim of training is to acquire useful knowledge or experience to improve each respective service, it is important to encourage the officers having outside training to share their experience with colleagues and to adopt useful new experience and knowledge in practice, though it is noted that it is not easy to change the conservative culture of organizations. Meanwhile, it is also worthy to mention that though it is a good practice for the criminal justice authorities to track the level of public support for various policies, relevant authorities should bear in mind their professional background and ensure that their decisions are based on professional judgement instead of public opinion.

### III. CONCLUSION AND RECOMMENDATIONS

With the above summary of the discussion, the Group concluded that the following should be recommended as possible ways of enhancing the organizational strengths of criminal justice authorities and their personnel:

#### A. Developing an Organizational Culture of Integrity

1. Developing High-Integrity Personnel and Sound Organization as Well as the Prevention of Illegal Conduct Such as Corruption and Inappropriate Treatment of Offenders
  - To provide adequate payment to lower the motivation for misconduct
  - To have staff involvement in setting departmental goals and objectives
  - To develop a positive departmental culture in enhancing the quality of service
  - To establish and promote service charters (performance pledges) to ensure the quality of service
  - To provide sufficient staff welfare and relations activities programmes, such as sports, music and family activities, etc.
2. Enhancing Organizational Strength to Address Difficult Offenders Who May Coax or Threaten Corrections Officers
  - To reposition the relationship between officers and offenders
  - To have effective classification and treatment of offenders
  - To provide sufficient and appropriate training
  - To introduce mentorship programmes

#### B. Stress Management for Correctional Personnel

1. Mitigating the Stress of Officers Who Work in Stressful Environments
  - To provide sufficient resources to eliminate the shortage problem
  - To improve communication between management and frontline by technology devices
  - To provide sufficient staff welfare and activities to release the stress of staff
  - To provide adequate training to make staff be effective with their work
  - To provide specific medical treatments / therapy seminars to stressed staff
  - To improve the public image of various criminal justice agencies in the mass media
  - To prevent the ideology of perfectionism by streamlining complicated work procedures, so as to avoid unnecessary workload and stress
2. Enhancing Communications among Officers to Improve Stressful Work Environments
  - Staff Suggestion Box / Complaint Register to receive feedback
  - Regular conferences / staff meetings on case handling and knowledge sharing
  - Use of Intranet / mass / social media to share useful information

#### C. Passing Knowledge and Experience to the Next Generation

1. Developing Effective Capacity-Building Programmes for Passing Knowledge and Experience to the Next Generation, as Well as for Enhancing Organizational Strength
  - To provide comprehensive needs-orientated training programmes
  - To have cooperation with outside bodies to conduct research and have continuous and regular re-

161ST INTERNATIONAL TRAINING COURSE  
REPORTS OF THE COURSE

- finements on the training curriculum
  - To standardize the training materials and content by clear teaching plans for instructors as well as providing training-of-trainers programmes
  - To extend the use of e-learning in staff training
2. Building and Exerting Leadership in Order to Improve the Efficiency of the Organization and to Enhance Organizational Strength, in Particular Developing the Capacity and Morale of Young Officers
- To introduce a diversified posting policy / internship programmes
  - To have clear documentation on emergency control plans and daily operations
  - To have mentoring and coaching schemes
  - To stipulate clear career paths for young officers
  - To have “exit interviews” to collect useful information from the perspective of experienced staff
  - To invite retired professionals to participate in the criminal justice system and to share their rich experience
  - To collect and share useful training information on the ICPA website

**D. Promoting Cooperation in Capacity Building with Other Organizations**

1. Promoting Cooperation in Capacity Building with Other Organizations Including NGOs, Academics, Research Institutes, Etc. in Order to Improve Capacity Building and Organizational Strength
- To continue collaboration with outside bodies to provide appropriate training
  - To devote substantial resources to improve quantity and quality of training
  - To carefully select candidates for training
  - To encourage trained staff to share their knowledge acquired
  - To change the conservative culture and to apply new experience
  - To conduct regular customer satisfaction surveys
  - To have exchange programmes with overseas counterparts for benchmarking of services to international standards