

Report of the APCCA Advisory Committee, 18th October 1998

1. Attendance

The members of the APCCA Advisory Committee – namely, China, India, Malaysia, Fiji, Canada and the APCCA Coordinator – were supplemented on this occasion by representatives of Australia (NSW and NT), Brunei Darussalam, Hong Kong (China), Indonesia, Mongolia, New Zealand, Philippines, Singapore, Solomon Islands, Sri Lanka, Thailand and Vietnam. The total attendance was 30 persons.

The APCCA Coordinator, as the convenor of the meeting, welcomed all present to this opportunity to discuss matters of mutual interest.

2. Agenda

A draft agenda, prepared by the APCCA Coordinator, provided an opportunity for wide-ranging and informal discussion about the current operations and the future of the conference. This agenda was accepted by all persons present at the meeting.

3. Format for Discussions at the 18th APCCA

It was explained by the APCCA Coordinator that at the 16th APCCA in New Zealand it was decided there would be a slight change in format of future conferences in order to provide more time for discussion of agenda items two, three and four. As a result, all nations will be invited to speak to agenda item one, but there will need to be a selection of those who will formally speak to the other agenda items. Delegates present at the Advisory Committee meeting were asked to give their preference in relation to agenda items two, three and four. These preferences were noted and will be used as a guide by the conference chair.

4. Report on APCCA Fund

The APCCA Coordinator explained that at the 17th APCCA in Malaysia a finance sub-committee was established convened by the senior representative of Hong Kong (China) with other members being the senior representatives of New Zealand and Australia (Victoria). The Coordinator explained that the occupant of the Victorian position has now changed and therefore that it may be necessary to

make a replacement on this sub-committee. It was suggested that the representative of Australia (NSW) would be appropriate. This will be formally resolved at the APCCA Business session towards the end of the conference.

Mr. Raymond Lai from Hong Kong (China) opened his remarks by placing on the record his sincere gratitude to Canada for accepting the challenge of hosting the 18th APCCA at short notice, and he also praised Professor David Biles, the APCCA Coordinator, for his work in seeking and assisting the new host. He then reported that the APCCA fund had received over \$20,000 and that the only expenditure to date had been a payment of \$10,000 as an honorarium to the APCCA Coordinator. Full details of receipts and expenditure will be presented at the APCCA Business session at the end of the conference.

It was suggested that two questions needed to be resolved:

- a) who would administer the fund in 1999 and subsequently, and
- b) would the suggested level of voluntary contributions be varied or remain the same?

It was decided that these questions would be formally resolved at the business session later but Mr. Lai indicated that he was willing to continue his role as the convenor of the sub-committee. It was also pointed out that it would be helpful if some indication of other possible expenditure was made. This could be in relation to the establishment of a home page for APCCA on the Internet, for example.

5. Future Host Nations

The representative of the People's Republic of China confirmed that his country was keen to host the 19th APCCA in 1999 in Shanghai but the precise dates have not been determined. He suggested, however, that it would probably be in late October. In relation to the 20th APCCA in the year 2000, the APCCA Coordinator reported that he had written to all nations requesting details of offers and that he had received only one formal offer which had come from New South Wales, Australia. The representative of New South Wales, Australia then distributed some copies of a formal offer together with a video tape. It was pointed out that the formal decision in relation to hosting would be made by the full conference later in the week.

The APCCA Coordinator then asked the Advisory Committee members if there were any other informal suggestions of offers to host in any year following the year 2000. In response the representative of India suggested that India could be the host in the year 2001 and, later, the representative of the Philippines indicated that the Philippines may like to be the host in the year 2002. These formal and informal suggestions were warmly welcomed by all present at the meeting.

6. The Position of the APCCA Coordinator

The representative of New Zealand, who had recently chaired a meeting of Australasian correctional administrators, on behalf of that meeting expressed his appreciation of the work done by the APCCA Coordinator but suggested it would be wise to plan for the future when that person may not be available. It was specifically suggested that some sort of institutional basis, such as the Australian Institute of Criminology, should learn from the current APCCA Coordinator as to the nature and responsibilities of the position. The representative of New South Wales, Australia, suggested that if his jurisdiction were to be the host in the year 2000 it might be a convenient time for that learning process to commence. The APCCA Coordinator himself expressed his agreement with that suggested approach to the future of this position.

7. APCCA Newsletter

The APCCA Coordinator reported that some years ago the representative of Victoria, Australia, had arranged for a member of his staff to be the editor of an APCCA newsletter. Such a newsletter had been published from time to time but it had not been regular and it seems necessary for other arrangements to be made. However, the APCCA Coordinator reported that just before his departure he had heard from the editor of the newsletter that another edition was now ready for publication and that in fact copies had been forwarded by air-mail to the conference address in Vancouver. Nevertheless, it was suggested that further consideration be given to the subject of the newsletter after APCCA members had had an opportunity to assess the current edition when it appeared.

At this point, further discussion ensued about the possibility of APCCA establishing its own home page or web site on the Internet as an alternative to a

newsletter. A brief survey of members present indicated that for the majority of APCCA members there was at least limited access to the Internet and it was pointed out that, even for those countries which did not have access, hard copies could be produced and sent by mail. There was also some discussion on whether a home page, which was open for members to make any contribution would be sufficient or whether a manager or editor was required to produce a “virtual newsletter”. The APCCA Coordinator offered to explore the possibility of establishing a home page for APCCA, perhaps linked to an established organization, such as the Australian Institute of Criminology, and he indicated that he would obtain estimates of costs.

8. International Corrections and Prisons Association (ICPA)

The APCCA Coordinator invited Commissioner Ole Ingstrup to speak on this subject. Commissioner Ingstrup expressed his views that there was need for people in corrections to talk to each other and also to talk to other criminal justice professionals in order to improve the operation of correctional services throughout the world. He explained that, after many expressions of support from meetings in different parts of the world, the ICPA was formally founded at a meeting in Toronto in September 1998. Even though the association was not at this time formally incorporated and therefore unable to enroll members and receive funds these matters would be resolved in the next few months. Commissioner Ingstrup then outlined the detailed purposes of the association. Some discussion ensued as to the relationship between ICPA and the International Penal and Penitentiary Foundation and Penal Reform International as it was suggested that it would be unfortunate if there were duplication of effort. Commissioner Ingstrup explained there were very significant differences between the newly created association and the other organizations mentioned. The representatives of New Zealand and Australia (New South Wales) expressed strong support for the association and wished it every success. Commissioner Ingstrup explained that appointments to the Board had not been completed and there were vacancies for representatives of Asia and Oceania. He expressed the hope that the ICPA and APCCA would work closely together to their mutual advantage.

9. Any Other Business

There being no other specific business the APCCA Coordinator expressed his thanks to all persons present for their attendance and participation and formally declared the meeting closed.

Conference Business

Two sessions of the conference were devoted to the APCCA business. These sessions were held on Monday, 19 October and Friday, 23 October. These meetings addressed the issues that are outlined below. The APCCA Advisory Committee also met on two occasions. The first of these meetings was held on Sunday, 18 October, and report at that meeting is included as Appendix E. The second meeting of the APCCA Advisory Committee was mainly devoted to a consideration of suggested agenda items for the 19th APCCA, the results of which are recorded below.

Preparation of the Conference Report

The arrangements for the preparation and circulation of the conference report were outlined at both business sessions of the conference, as well as at the first meeting of the APCCA Advisory Committee meeting. (In the absence of Professor Richard Harding, Mr. Barry Apsey from Queensland, Australia, offered to assist Professor David Biles with this part.) A draft report, which did not include details of conference business or closing ceremony, was circulated to delegates on the evening of Thursday, 22 October with an invitation for suggested amendments to be submitted in writing to the APCCA Coordinator, either before delegates left Vancouver or by mail or fax in the next two or three weeks. One delegate expressed the view that, with the increasing availability of electronic means of communication, it may not be necessary for a draft report to be prepared before the end of the conference. The majority of delegates who spoke on this issue, however, were in favour of continuing the present arrangement and expressed appreciation of the work of the two rapporteurs. It was noted that the final report of the conference would be printed and circulated by the Canadian host later in the year. (It is customary for six copies of the final report be forwarded to the larger nations and territories attending the

conference and two copies to the smaller nations and territories. It has also been customary for one copy of the report to be forwarded to nations and territories who have been unable to attend the conference, and other copies have been routinely deposited in significant libraries.)

Host of Future Conferences

The offer made in 1996 by the People's Republic of China to host the 19th APCCA in 1999 was confirmed and unanimously accepted by all delegates. The leader of the Chinese delegation also confirmed that the conference would be held in Shanghai and indicated that the dates would be fixed for late October. With regard to the 20th APCCA in 2000, a number of informal suggestions for hosting had been made in 1997 and the APCCA Coordinator subsequently wrote to all relevant nations seeking confirmation of offers to be the host. Only one confirmation of intent was received, from New South Wales, Australia. This offer was formally confirmed to the conference by the representative of New South Wales, Australia, and this was accepted with acclamation by all delegates. The timing will be for either late October or early November.

Two informal offers to host conferences in later years were then received: from India for October 2001 in New Delhi, and from the Philippines for early December 2002 in Manila. Both of these informal offers were received with acclamation.

Agenda items for the 19th APCCA

At the first business session of the conference a call was made for all delegates to submit in writing suggestions for agenda items to be considered for the 19th APCCA. A total of 15 suggested agenda items were received. This is shown on the following list:

- 1) The Correction of Young Offenders (China)
- 2) How to Properly Give Play to the Function of Prisons so as to Lower the Recidivism Rate (China)
- 3) Corrections in the Next Millennium: Challenges and Responses (Malaysia)
- 4) Managing Corrections Amidst Economic Turmoil: Problems and New Strategies (Malaysia)
- 5) Community Based Corrections (Malaysia)

- 6) Reintegration of Offenders (Hong Kong (China))
- 7) Treatment of Young Offenders (Hong Kong (China))
- 8) Coping with Overcrowding in Prisons
- 9) Drugs in Prison: Reducing Availability and Treating Addicts
- 10) Education of Juvenile Offenders (Vietnam)
- 11) The Impact of Research on Administration in Corrections (Singapore)
- 12) The Management and Control of Gangs in Prisons (Singapore)
- 13) Research, Treatment, Detection and Control of Substance Abuse in Prisons (Canada)
- 14) Assistance to the Families of Remand Prisoners (India)
- 15) Coping with Old, Senile and Incapacitated Prisoners

The second meeting of the APCCA Advisory Committee considered this list and noted some overlap between some of the suggestions. After extensive discussion, the committee recommended, and the full conference later accepted, that the following agenda items be addressed at the 19th APCCA.

1) *National Report on Contemporary Issues in Corrections*

It was decided that the practice of encouraging relatively unstructured reports as the first agenda item be continued in 1999. This approach allows national reports to include details of changes in correctional policy and practice as well as trends in crime, criminal justice and public attitudes.

2) *The Correction or Re-education of Young Offenders*

Three separate proposals were made for a topic such as this one to be included in the agenda. It is clear that support for this inclusion is based on the view that greater efforts must be made to correct offending or criminal behaviour early in the life of individuals in an effort to reduce the probability of more serious crime at a later stage. It is assumed that individual nations and territories will describe their own systems with reference to their own definition of "young offenders", and, where appropriate, both custodial and community based programs will be reviewed.

3) *Defining and Clarifying the Role and Function in Prisons with a View to:*

a) *Reducing Recidivism,*

b) *Reducing the Negative Impact of Prison on the Families of Convicted*

and Unconvicted Criminals, and

c) Enhancing the Use of Community Corrections

The wording of this agenda item, which was decided after lengthy consideration, is an attempt to capture the essence of the proposals made by China and India, shown in the list above. It is anticipated that delegates will discuss those aspects of this agenda item, which are perceived as being of particular relevance to them as not all delegates will be able to respond to all aspects. For example, the representatives at the conference from China, Vietnam, and Canada have no responsibility for unconvicted or remand prisoners.

4) Corrections in the New Millennium: Challenges and Responses

It is envisioned that this agenda item will provide an opportunity for delegates to apply lateral thinking to a range of scenarios which may be found in the next millennium. These scenarios may include more of the same (such as increasing numbers of prisoners, even more serious drug problems, etc.) but they could also include a consideration of radical alternatives (such as a decreasing use of custody, more sophisticated and effective treatment programs, more highly trained correctional staff, etc.). As with the first agenda item, papers addressing this agenda item will be relatively unrestricted in their scope.

APCCA Fund Report

The convenor of the APCCA finance sub-committee, Mr. Raymond Lai of Hong Kong (China) referred to the written report included as Appendix F. This report showed that, as at 16 October 1998, contributions totaling \$20,000 (US) had been received, and after adjustment for bank charges and interest the total available was \$20,161. (A later contribution and promises of other contributions are noted in the report.) The only expenditure to date has been an honorarium of \$10,000 (US) paid to the APCCA Coordinator.

The following decisions in relation to the APCCA fund were made by the full conference:

1) It was agreed that the membership of the finance subcommittee would continue with the representative of Victoria, Australia, (who is no longer available) being replaced by the representative of New South Wales, Australia.

2) It was agreed that the suggested level of contributions, as shown in the report as Appendix F, should continue for the next year.

3) It was agreed that a small audit committee comprising the leaders of the current host nation and the most recent host nation review the work of the finance sub-committee and report to the next full conference.

4) The APCCA Coordinator was authorized to explore the cost involved in the establishment of a home page on the Internet for the APCCA, which would provide access to appropriate documentation as well as links to all relevant organizations. He would report back to the finance sub-committee before incurring expenditure.

The APCCA Coordinator was authorized to spend up to \$2,000 (US) to purchase corporate gifts designed for the APCCA, and,

5) It was agreed that the finance sub-committee would review the long-term arrangement for the work of the APCCA Coordinator and the possible future involvement of the Australian Institute of Criminology.

The Chairman, on behalf of all delegates offered his sincere thanks to the convenor and members of the finance sub-committee for their excellent work.

APCCA Newsletter

Copies of the APCCA newsletter, edition number 7, were received from Victoria, Australia, during the conference and were distributed to all delegates. The conference expressed its appreciation of the work of the editor, Mr. Malcolm Feiner from the office of the Correctional Services Commissioner in Victoria, Australia, but decided, as an experiment, to give the responsibility for producing the newsletter to the most recent conference host for a period of one year. It was pointed out that the newsletter could be either in hard copy or in "virtual" form on the Internet, or both. The APCCA Coordinator was asked to write to Mr. Feiner thanking him for his work as editor.

Other Business

As there was no other business, the Chairman closed the session and moved on to the closing ceremony.

Introduction

This report is a summary of the proceedings of the Eighteenth Asian and Pacific Conference of Correctional Administrators (APCCA) held in Vancouver, Canada, over the period 18 to 23 October 1998. The conference was attended by senior representatives of Correctional Services of 20 nations and territories in the Asian and Pacific region, generally including the Chief Executive, the Commissioner or Director General responsible for corrections in each nation or territory. The conference was hosted by the Commissioner of the Correctional Service of Canada.

The first meeting of the APCCA was held in Hong Kong in 1980. The idea of that meeting developed from 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 been held each year, apart from 1990. For most of that period, the conference was assisted by the Australian Institute of Criminology but since 1993 the conference has been supported by the APCCA Coordinator in a private capacity.

After the first meeting of the conference in Hong Kong, in subsequent years the conference met in Bangkok, Tokyo, New Zealand, Tonga, Fiji, the Republic of Korea, Malaysia, Australia (New South Wales and Victoria), India, China, Australia (South Australia), Hong Kong, Australia (Northern Territory), Japan, New Zealand, and Malaysia. Over this period the conference has developed a significant history of traditions and conventional practices, even though it has no formal constitution or rules of procedure. For example, it has always been accepted that the host has the right to select those to be invited. Furthermore, the conference is relatively inexpensive as all of the participants pay their own air fares and accommodation.

As a matter of tradition, however, the host nation provides some hospitality as

well as an appropriate venue for the formal meetings. At this conference extensive and generous hospitality was provided by the Correctional Service of Canada.

Another tradition that has developed within the framework of the APCCA is that of visiting correctional institutions, especially if they are related to the topics under discussion. Visits to institutions are seen as a useful complement to formal discussions and are generally greatly appreciated by participants as a practical method of exchanging ideas. For the Eighteenth conference in Vancouver, Canada, visits were arranged to the Regional Health Centre, William Head Institution and Sumas Community Correctional Centre.

During the period of the conference, two meetings of the APCCA Advisory Committee were held. A report of the first of these meetings is included in this report as Appendix F, and the outcomes of the second meeting are incorporated in the report of the final APCCA business session of the full conference.

A further tradition of the APCCA that was established in the first meeting in 1980 is for a summary report to be drafted while the conference is in progress.

Following that practice, a draft report, based on the presentations made by delegates and the written Discussion Papers prepared by all participating nations and territories, was circulated on the evening before the final day of the conference. This report is an edited and extended version of that original draft report.

Opening Ceremony

The opening ceremony for the conference was conducted in the formal setting of the Ballroom at the Georgia Hotel in Vancouver on the evening of Sunday 18 October in the presence of representatives of the Province of British Columbia, Government of Canada, and the City of Vancouver. The audience included representatives of the Correctional Departments of 20 nations and territories in the Asian and Pacific region and a number of observers and invited guests.

The opening ceremony was chaired by the conference organizer, Mr. Bob

Lusk. The ceremony commenced with a short prayer, which was presented by Elder Bob George of the Burrard Band of the First Nations People of Canada. At the conclusion of the prayer the Commissioner of the Correctional Service of Canada, Mr. Ole Ingstrup presented Elder Bob George with a traditional blanket and some tobacco and thanked him for his participation in the ceremony.

At this point the chairman drew attention to the APCCA symbols which were ceremoniously marched into the Ballroom by an honour guard, led by a piper, comprising Correctional Service officers and members of the Royal Canadian Mounted Police. The symbols, a Fijian war club symbolizing the end of conflict and thus representing peace and harmony was presented to Commissioner Ingstrup by the host of the seventeenth Asian and Pacific Conference, Datuk Omar of Malaysia. The second symbol, a brass Fijian lamp, symbolizing learning and knowledge, was ceremoniously placed on a low table together with the Indian war club.

The opening address of the conference was then delivered by Commissioner, Ole Ingstrup. His speech is as follows:

"I am extremely happy to welcome you to this prestigious conference in Canada.

It is a great honour for the Correctional Service of Canada to host this meeting of distinguished delegations from so many nations, which represent almost half of the total population of the world. I personally find this extraordinary, that we can hold such a conference to exchange ideas among men and women who can influence the lives of such huge numbers of people.

As you are all aware, this 18th conference was originally scheduled to be held in Jakarta, Indonesia. However, due to internal difficulties in that nation, which we have all read about, Indonesia reluctantly had to withdraw its offer to be the host.

When the Correctional Service of Canada received the request from Professor David Biles in June to act as host of this year's conference, we were happy to offer our assistance, even though we realized fully that we did

not have very much time to make all the necessary preparations.

From what I have seen so far, I must say I am extremely pleased and impressed with the organization of the conference, and I want to congratulate the conference organizers for their dedication and efficiency in completing this important task on such short notice. I also want to thank Professor Biles for his invaluable assistance in bringing this conference about in Canada. Since the Asian and Pacific Conference of Correctional Administrators was established in 1980, it has become increasingly more influential. It has developed into an important forum for the exchange of ideas and values among professionals involved with the complex and challenging business of corrections.

I have always believed very strongly that we must all learn from each other, so much so that one of the five core values in our Mission document is, "we believe that the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our Mission."

I know that we can become a better correctional service by studying the experiences of our colleagues in other countries, by learning from their successes and implementing them in Canada. As our planet becomes increasingly smaller and more accessible, we must take advantage of our opportunities to meet and communicate with each other.

Canada is not, of course, geographically part of Asia and the Pacific, even though we are now meeting on the Pacific Coast of our vast country. As I understand it, it was one of those fortunate incidents resulting from personal friendships and contacts which gave Canada a seat at the APCCA table, initially as an observer and later as a full member. We are proud to act as a host country when one realizes that previous conferences have been held in countries such as Hong Kong, Thailand, Tonga, Fiji, South Korea, China, India, Australia, Japan, New Zealand and Malaysia.

Moreover, Canada has a strong affinity to the Asian-Pacific region, partly because of our history and our multi-cultural population. On the West Coast, as I am sure you have noticed, we have a large population of people whose roots are in the Asian-Pacific rim countries. Canada has become a society

in which many languages are spoken and in which many cultures flourish. We are extremely proud of this. Actually, something like 25 percent of Canadians speak another language other than our two official languages which are French and English.

We are also extremely proud of the heritage of our aboriginal, or first nations people. As a matter of interest, a native Canadian designed the symbol for this conference.

Although we have a relatively small population, about 30 million people or less than 1 percent of the world's total population, Canada has seven percent of all the land in the world.

Canada is also a young country, whose confederation dates back to only 1867. As the country's first Prime Minister once said, it is a country with too little history and too much geography.

This conference presents a real opportunity for us to not only look at what we are doing today in the business of corrections, but also to plan for the future.

The new millennium is just 14 months away, and in our agency I am encouraging every one of our employees to make a contribution between now and the year 2000 to make the correctional service of Canada the best that we can be. I am urging every one in the correctional service to remain progressive in our planning and in our day-to-day work, and to continue to aim at the highest ideals and objectives.

With this in mind, I recently met with an international group of correctional academics and practitioners, including our colleague David Biles, and we made a decision to form a new international organization called, the International Association of Corrections and Prisons. I hope as you learn more about this initiative that you may see it as a worthwhile enterprise, and one to which you might devote some energy.

The year 2000's approach is a reminder to us all that we must set high targets for ourselves. However, it is certain that our common goal should be to contribute to making our communities safer places to live. With this objective in mind, it is easy to fully appreciate that corrections is much more than simply the incarceration of criminals. Our task is obviously much more

complex than this.

The reintegration of offenders back into the community as law-abiding citizens is our ultimate challenge. This is where we are now focussing our resources in the Correctional Service of Canada. We are working to determine the earliest possible time in each offender's sentence at which he can be safely released, and to prepare them for that day. This has meant that we had to restructure our organization somewhat to emphasize the need to get offenders into programs, which they need to successfully apply for early release, such as day parole or even full parole.

We are trying to eliminate what has become a serious problem in the Correctional Service of Canada, and probably in other jurisdictions as well – that we are keeping too many offenders in prison past the time at which they can be managed safely in the community. This has great financial implications, and also a great human and social cost as well.

We have learned that if we did our work as efficiently as possible, we could increase our numbers of offenders in the community by 10 to 15 percent. This result can be achieved by assuring that each offender is ready by the time he is first eligible to apply for some form of early, conditional release such as parole. I have the commitment of all my senior officials that they are working toward this goal. I simply cannot accept that there are people in prison who could be back legally in the mainstream of the community, beginning to re-establish themselves as productive citizens and being with their families.

In conclusion, I can assure you that I wish I could speak with you much longer this evening so that we could share a great many ideas. But I know that you have a full agenda over the next few days and that you are anxious to begin.

I also regret that a commitment I made prior to agreeing to host this conference means that I cannot be with you for the rest of this conference. However, our Canadian delegation is a very capable group of people who will represent us ably, and will contribute to the important dialogue that will undoubtedly take place.

Please accept my best wishes for a very productive and enjoyable conference.

The APCCA Coordinator Professor David Biles was then invited to deliver his opening remarks. He said:

“Mr. Chairman Commissioner Ingstrup, Elder Bob George, distinguished delegates from all of the major nations in the Asia and Pacific region, ladies and gentlemen. As the Coordinator of the APCCA I would like to add my personal welcome to that offered by our host, Commissioner Ole Ingstrup. On behalf of all here I would also like to express my very heartfelt thanks to Canada, especially to Commissioner Ingstrup, for accepting the challenge and offering to host this important international conference at very short notice. As you all know, this conference was originally scheduled to be held at this time in Jakarta, Indonesia. However, the internal problems in that country, which became very serious in May of this year, forced Indonesia in the following month reluctantly to withdraw its offer to be the host. To the delegation that is here from Indonesia, on behalf of all APCCA members, I would like to offer my deepest sympathy for the difficulties that your country is facing at this time. I would also like to thank you for the great deal of preparatory work which you had done for the 18th APCCA before you were forced to withdraw. I know that an excellent program had been prepared and that it would have been a wonderful conference if it had been able to proceed. I express the hope that perhaps in a few years Indonesia will be able to offer itself again as the host for a future APCCA assembly. When I received that sad news of Indonesia’s withdrawal, I immediately sent faxes to all of the nations in the region asking if anyone would consider taking on the responsibility of being the host with only about four months notice. To be honest, I did not think that I would receive any positive replies. I was therefore extremely happy and relieved when I received an e-mail from Canada telling me that they had the matter under active consideration. Within a few days, Canada confirmed that it would accept the challenge, and since then I have been in close communication with Mr. Bob Lusk, the conference organizer, and his small team of helpers. I would like to

congratulate Mr. Lusk and his team for the wonderful job they have done to make sure this conference, the 18th APCCA, will be a great success.

I think that it is quite remarkable that such a large number of delegates, representing about 20 nations, have been able to obtain the approval of their own governments and make themselves available for this conference. I would like to mention in particular that a delegation from Mongolia is here for the first time, and I offer that delegation a very special welcome.

At the conclusion of the highly successful and most enjoyable 17th APCCA in Kuala Lumpur, Malaysia, last year, my wife and I made short visits to Thailand and Vietnam to visit prisons and also for me to deliver some lectures. In both of those nations, we were treated with great courtesy and generosity, and for that I would like to place on the record our very deep appreciation.

There is just one small down side to the switch from Jakarta to Vancouver. As a result of the switch, the previous hosts, Malaysia, have had to transport the APCCA symbols (the Fijian war club and Indian brass lamp) a very much greater distance than would have been the case, as Kuala Lumpur and Jakarta are relatively close to each other. Furthermore, Canada next year will be responsible for the transportation of the symbols to Shanghai in the People's Republic of China for the 19th APCCA, which again is a considerable distance.

Having offered my thanks to many people, before closing, I would also like to thank Mr. Raymond Lai Ming Kee, the Commissioner for Correctional Services in Hong Kong, China, for the valuable work that he has done as the convenor of the APCCA finance committee. Finally, my thanks go to my friend Mr. Barry Apsey, Director General of Corrections in Queensland, Australia, who will be working with me over the next few days to produce a draft report of this conference before we all leave at the end of the week. I wish you all a professionally rewarding and personally enjoyable conference here in the beautiful City of Vancouver."

At the conclusion of the formalities, the Chairman Mr. Bob Lusk, invited all delegates to participate in the taking of a group photograph of the occasion.

This was followed by an informal reception, which was thoroughly enjoyed by all participants and visitors.

A final event took place on the morning of Monday, 19 October when, on the motion of the delegate from the People's Republic of China, Mr. Du Zhongxing seconded by the delegate from Malaysia, Datuk Omar, Mr. Pieter de Vink, was unanimously elected as the Chair of the Conference.

Agenda Item 1

National Reports on Contemporary Issues in Corrections

Introduction

The written and oral presentations on this agenda item covered a very wide range of topics, but it was suggested by a number of delegates that the general tenor of the presentations was much more open and candid than had been the case at previous conferences. All nations and territories were apparently now prepared to discuss their problems and possible solutions in a frank manner. Many presentations started with an outline of the structure of the correctional authorities with the review of the number of prisoners and staff, some presenting trends over time. In virtually all cases a major problem was that of prison overcrowding. However many other problems, especially changes in the structure or composition of prison populations, were creating problems throughout the region. Also, some delegates referred to the impact of the Asian financial crisis and others outlined steps being taken to restructure the organizations in which they worked. Both of these issues, and the management of prisoners, including the treatment of drug addicts and the management of HIV/AIDS infected prisoners were also mentioned by a number of delegates.

Prison Overcrowding

Delegates from nearly all nations and territories in the region reported some degree of overcrowding of their prison systems. Even in Japan, where there is no overcrowding, it was suggested that there had been a steady increase in the number of prisoners in recent years. Possibly the most serious case of prison overcrowding was reported from Thailand where the current number of prisoners,

some 165,000, were being held in prisons with the capacity for only 80,000. It was also reported that in Thailand it was expected that the total number of prisoners would reach 200,000 by the end of the year 1998.

In Malaysia it was reported that the level of overcrowding for the nation as a whole was 18%, while in Hong Kong (China) the level of overcrowding had been reduced by 13%, but it was still a major concern in that territory. In both Australia and New Zealand prison numbers had increased significantly in recent years and hence placed great strains on the capacity of institutions to cope with the number of prisoners needing appropriate accommodation.

From the Philippines it was reported that the number of national prisoners had increased from 13,500 in 1990 to 21,000 in 1998. However, the level of congestion, or overcrowding, had eased from 35% in 1997 to 17% in 1998 with the opening of the newly built prison dormitories at the Bilibid Prison and other national facilities. While the level of overcrowding varied greatly between institutions the level in that particular institution was approximately 65%.

In the People's Republic of China the total number of prisoners reached 1.44 million in 1998, an increase of 30,000 on the total for the previous year. This increase had created some pressure on the management and security of prisons.

In that country, mechanisms used to improve management and also to reduce prisoner numbers included the reduction of penalty, use of parole and the release on bail for medical treatment. In stark contrast to the numbers reported from

China, in Brunei Darussalam the single institution that was designed to house 146 prisoners was now being required to house 310 prisoners and this was causing major problems of management for the correctional administration in that country. It was reported from Samoa that prisoner management was assisted by granting weekend parole to nearly all prisoners after the first two months of a sentence. The delegate from Sri Lanka reported that prison overcrowding caused tensions among prisoners and staff and also created difficulties for the classification system.

The Composition of Prison Populations

Apart from the actual number of prisoners in each nation or territory in the region, the age, status and cultural background of prisoners making up the prisoner

population had changed markedly in a number of countries in the region. Of particular concern was the gross over-representation of indigenous prisoners in some nations. For example, in Australia, Aboriginal people, who comprise only two percent of the total population, constituted 15% of the prison population. Similarly in New Zealand, where Maori people comprised 12% of the general population, they contributed 50% to the numbers of prisoners.

A number of delegates also mentioned problems associated with the increasing numbers of foreign prisoners whose management created difficulties in relation to language, culture and dietary expectations. In Malaysia, foreign prisoners accounted for 17% of the total penal population largely as a result of conviction due to commission of criminal offences by foreigners coming to Malaysia because of economic opportunities and due to offences committed under the Immigration Act. It was also reported from Japan that there had been a notable increase in recent years in the number of foreign prisoners and that special programs and procedures had been established in a number of prisons to adequately provide for their needs. Foreign prisoners were also seen as a challenge in Hong Kong (China) but this was relieved to some extent by recent arrangements made for the international transfer of foreign prisoners. From Korea, it was reported that relatively large numbers of foreign prisoners were also creating a challenge for correctional managers.

A further factor in the changing composition of prison population in the region related to aging or elderly prisoners. The delegates from both Canada and Japan provided details of the approaches they had developed for the palliative care, or special treatment for very old and perhaps senile prisoners for whom a more appropriate placement might have been the hospital rather than a prison.

Organizational Restructuring

A number of delegates provided details of elements of organizational restructuring within their agencies, which would have greater or less impact on their operation in the future. Perhaps most dramatically, the representative from the Philippines provided details of the three departments responsible for various elements of correctional work in his country. These are the Department of Interior and Local Government, which is responsible for city and municipal jails

through the Bureau of Jail Management and Penology and is also responsible for provincial jails. Secondly there is the Department of Justice which is responsible for national prisons and non-institutional corrections through the Bureau of Corrections as well as the Board of Pardons and Parole, and finally there is the Department of Social Welfare and Development which oversees youth rehabilitation centres through the Bureau of Child and Youth Welfare. The delegate explained that currently a number of proposals were being considered by the legislature to amalgamate all agencies in the Philippines responsible for Corrections in order to produce a more co-ordinated and uniform approach to this work.

At a much less dramatic level the representative of Malaysia reported that a concerted effort was being made to achieve a high degree of modernization of prison administration, particularly with regard to the establishment of a computerized information system which provided a vision of a “paperless bureaucracy”. He also pointed out in this context that the millennium bug was providing a significant challenge for his administration.

From Hong Kong (China) it was reported that last year a statutory body, the Long Term Prison Sentences Review Board, was established to provide regular reviews of indeterminate or long term prison sentences of prisoners and transferred prisoners, the detention of prisoners at executive discretion, and the sentences of young prisoners under twenty-one years of age. This body replaces another body which formally reported to the then Governor of Hong Kong. This new arrangement aimed to bring further independence and transparency to the operation of the sentence review and remission systems.

On a related subject, it was reported from Singapore that an Inter-Ministry Committee on Alternative Sentencing Options was set up last year to study various forms for sentencing to increase the range of sanctions available to the courts. This committee is of the view that offenders committing less serious crimes can be dealt with in ways that allow their continued stay in the community without diluting the deterrent effect of imprisonment. It was pointed out that alternative sentencing options allow judges greater discretion in the imposition of punishments on offenders.

The delegate from Australia pointed out that the major change in organizational restructuring in Australian Corrections in recent years had been the move towards privatization of prisons. At this time, approximately 18% of Australian prisoners are in private facilities, a much higher proportion than any other country in the world. The Australian delegate pointed out that this proportion was likely to increase significantly in the coming years and may reach well over 20% by the end of this century. On this subject, the delegate from New Zealand reported that tenders were being called for the contract management of one new institution and the government had decided that two other new prisons planned for would also be subject to management contracting. The public prison service has been invited to bid for all these management contracts.

The leader of the Indian delegation reported that the Federal Government of India continued its efforts to stress upon the states, the need to modify their attitudes, thinking and functioning in relation to correctional management. The Federal Government of India provided financial and other assistance to the states in order to achieve this aim.

New Approaches to Treating Drug Addicts

Many delegates at the conference gave statistics, which showed the major impact of drug addiction to the operation of correctional systems. Some delegates, including those representing New Zealand and Australia, reported that up to 80% of all offenders had committed offences or had problems, which were related to drug or alcohol consumption. It was the representative of Singapore, however, who provided the most detail of a treatment approach based on the use of naltrexone. This was described as an opiate antagonist, which blocks the effects of heroin and eliminates the rush of euphoria to the user, thus providing an opportunity for treatment to occur. Naltrexone, unlike methadone, is nonaddictive. The Singapore representative provided further details of a naltrexone pilot project which was started in 1993 and had produced very positive results in relation to the proportion of offenders who had relapsed during a follow up period. Following the success of the naltrexone pilot project, the use of naltrexone became part of the mainstream rehabilitative program in 1995 and was incorporated with community-based treatment which was linked to the use of

electronic monitoring. A number of delegates expressed considerable interest in the details of this new venture.

Many other nations reported on their approaches to drug use. Canada, for example, has started using methadone in both its institution-based and community supervision programs for drug addicts, while Hong Kong (China) provided intensive treatment programs which use neither methadone nor naltrexone but provide a staged treatment of the symptoms associated with drug withdrawal.

The delegate from China reported that the incidence of drug addicted prisoners in the Yunnan Province had increased significantly in recent years but that an approach based on psychological as well as medical treatment was seen as the relatively effective and had produced a recidivism rate that was lower than 10%.

Maintaining the Health of Prisoners

It was reported from Mongolia that out of a total of approximately 6,000 prisoners, each year in recent years over 300 prisoners had died from tuberculosis. This was seen as a result of the difficult social-economic conditions in the nation. A number of nations reported that the most challenging health problem in their correctional institutions was the incidents of hepatitis, but the disease, which attracted most public attention and was also difficult to manage was HIV/AIDS.

In Malaysia it was pointed out that approximately 4.9% of all prisoners were identified as HIV positive and increasing numbers of HIV infected prisoners were also reported from Vietnam. It was also reported from Vietnam that, as a result of the policy of maintaining infected prisoners in the mainstream, it was impossible to absolutely prevent all cases of transmission of the disease to other prisoners.

Other Issues

A number of nations, particularly Australia and Canada, referred to the presence of indigenous or ethnic gangs attempting to exert an undue influence inside correctional institutions. This was seen as a major management challenge.

References were also made by other nations to significant improvements in staff training in recent years with China referring to an increased number of specialists

graduates in Corrections Services in that country.

Agenda Item 2

Best Practice in the Treatment of Offenders

In accordance with the arrangements, which were introduced during last year's conference, whereby it was agreed that a limited number of nations and territories would speak to items other than number one, the chairman, Mr. Pieter de Vink invited indications of interest. Delegates from Australia, Brunei Darussalam, Canada, China, Indonesia, Japan, Korea, Philippines and Thailand offered to share relevant issues from their countries perspective.

At the time the agenda items for the 18th APCCA were resolved, it was recognized that the discussion on this topic would include general aspects of treatment, including such matters as discipline and work, in addition to practical considerations relating to specific programs such as counseling, anger management, etc. Subsequent discussion on this item raised a variety of interpretations ranging from a broad definition relating to conditions of management and incarceration, to comments which were confined to specific programs. A number of themes were identified arising from the interesting and varied presentations of delegates. These issues can be broadly characterized as:

- “ Principles for the treatment of offenders
- “ Assessment and classification of offenders
- “ Work
- “ Programs
- “ Prison environment
- “ Evaluation

Principles for Treatment of Offenders

Without exception delegates urged that offenders should be treated in a manner which facilitated their reform and reintegration into the wider community. There was a general view that notwithstanding the difficulties which are being faced by many countries as a result of increased prison numbers and overcrowding, every

endeavor must be made to provide a prison environment and programs which meet the needs of individual and particular groups of prisoners. The delegate for China indicated that the most constructive way to carry out criminal penalties was to make reform a fundamental goal where legal rights were protected and ill treatment prohibited.

The delegate for Korea stressed the critical importance of reintegration and the Indonesian delegate referred to the recovery of the prisoner as a member of the community through social interaction. The delegate for Mongolia, whom it was the pleasure of the conference to invite for the first time, stressed the commitment of their country to a reform program, which was based on the principle of respect and decency. However the difficulties in implementing these principles were not minimized. The delegate for the Philippines indicated that correctional programming is often set aside in the interests of security as current congestion, particularly in local jails, has "virtually made the implementation of tangible government initiated rehabilitative programs untenable".

Assessment and Classification of Offenders

Delegates stressed the critical importance of professional assessment of offenders to ensure both appropriate placement and management and the greatest opportunity for the prisoners particular needs to be met through specific program, work and educational involvement. The delegate from Japan described the specific assessment processes used in that country and the way in which the offender could progress through a series of grades subject to evaluation at each level. Appropriate assessment of prisoners at each point ultimately increases the chances for the offender to be released on parole.

The delegate for Canada stressed the fundamental importance of reducing reoffending through proper assessment and regular follow up at various points throughout the sentence. In Canada, and indeed in most countries, intake assessment examines issues of security risk and program needs. This process becomes the basis for an offender's plan. The delegate for Thailand discussed the critical importance of assessment to properly place prisoners and allocate them to work. The delegate for the Philippines described the comprehensive 60-day assessment program in his country.

The delegate for Australia mentioned the importance of ensuring that assessment continues to link the prisoner's performance and response to programming during the period of imprisonment to ensure supervision arrangements, which apply after a prisoner is released from custody to parole. It was the view of delegates that it would be increasingly difficult in the future not to focus on specific requirements of individual prisoners and groups because funding would increasingly be difficult to obtain. Resources, if they are to be effectively used, must be focussed on those offenders considered most likely to respond positively.

Work

The fundamental importance of productive work was highlighted by a number of countries. The delegate for Japan explained that work was a core element in Japanese prisons where 94% of all prisoners were employed. Critical focus on work was believed to instil a work ethic, habit and skill in inmates and reduce the risk of suicide and other management problems. The commitment of Japan to employ prisoners on an eight-hour per day, forty-hour per work basis was noted. The Australian delegate stressed the need in Australian prisons to increase opportunities for productive work in industries. The delegate advised that approximately only 29% of Australian prisoners were engaged in truly productive jobs. The delegate from Brunei Darussalam stressed the fundamental importance of useful work in the country as part of the total rehabilitative program.

Programs

Considerable discussion took place in relation to the diversity and content of programs, which have been developed by jurisdictions to address offending behaviour. These programs included education, vocational training, substance abuse, family values, anger management, and sex offender programs. Particular attention was given to the importance of education and training. There was considerable interest in the cognitive skills program described by the delegate from New Zealand and the lifestyle programs described by the delegate from Canada.

Education

The delegate for Korea mentioned the education and religious members system which has been developed using non-correctional civilians who, on a voluntary basis, undertake counseling, lecturing and guidance work in prisons. 3,142 of these volunteers work throughout Korea's 41 prison facilities. The critical importance of education was also raised by the Australian delegate who indicated that a draft national strategy had been developed by the 8 Australian states and territories designed to standardize education and training throughout Australian jurisdictions with a view to improving transferability of qualifications and enhancing recognition of those qualifications by industry.

The Australian delegate also mentioned the fundamental importance of providing basic literacy programs for Australia's Aboriginal or indigenous offenders who total 20% of the prisoner population and have reached the truly alarming rate of 1220 per 100,000. This rate of imprisonment is approximately 17 times that for the non-indigenous prisoner population. The delegate for China also mentioned the importance of educational services, and the delegate for Brunei Darussalam stressed the focus on remedial education and continuous education as key strategies in that country. Strong emphasis was also given to adult literacy by the delegate for the Philippines where 22% of prisoners have not completed primary education.

Vocational Training

Vocational training was mentioned by a number of delegates for the purpose of focussing the importance of linking programs within prisons and post release employment opportunities. The delegate for Korea mentioned the vocational training release program in that country where prisoners attend institutes to gain skills in things such as welding, electrical work and auto repair. The delegate for the Philippines described a range of vocational courses undertaken in his country and mentioned that graduates were often used on maintenance crews within the prison. The delegates from India and Brunei Darussalam also strongly supported the importance of vocational training in developing practical skills in prisoners. The delegate for the Philippines mentioned the success of the degree course in small entrepreneurship in his country.

Substance Abuse/Drug Programs

Most countries reported experiencing serious difficulties with the increase in offender numbers often directly the result of drug related criminal behaviour and usage. The delegate for Canada described how the drug abuse program in that country has been evaluated with one study finding a 32% reduction in readmissions and 54% decline in re-convictions in relation to offenders who have participated in the program. The delegate for Brunei Darussalam described the importance of treatment and rehabilitation centre strategies in his country where there was an emphasis upon voluntary admission and strong encouragement to change. He also described recent changes to legislation including the intoxication substances order, which requires persons convicted of certain offences relating to amphetamines to be compulsorily treated in a rehabilitation centre. The delegate for Brunei Darussalam described the demand and supply reduction strategy emphasizing the role of counseling and a review by a committee to determine whether a person so detained should be released between six and thirty-six months after admission. Two years of post release supervision involving strong support and counseling are applied.

The delegates for Australia and Canada mentioned the use of methadone in their countries where it was considered necessary in some cases to prevent seriously addicted offenders from further offending. The value of this program generated considerable debate with the delegates for Hong Kong (China) and Solomon Islands indicating that their countries did not provide methadone because it was considered more appropriate to break an offender's dependence upon a drug substance. The delegate for Singapore described the work, which is being done with the drug naltrexone as an alternative to methadone in that country. It was recognized that medical treatments for drug offenders require careful analysis and clearly not all solutions fit all problems.

Anger Management Programs

The increasing need for anger management programs was raised by a number of jurisdictions. The Australian and Canadian delegates referred to the introduction of these programs in their respective countries, to counter increased violence in offending which is being experienced. The Canadian delegate distinguished between anger management programs which are designed to educate prisoners

whose behaviour is impulsive and longer term programming for violent offenders who are more difficult to manage and change in their behavioral patterns.

Sex Offenders

Some jurisdictions were being required to manage increased numbers of sex offenders including those who commit crimes against children. Programs have been developed at different levels to meet the needs of these offenders, many of whom are considered to display behaviour, which is difficult to change. The Canadian delegate indicated that over the past decade programs for sex offenders have been extended from 200 to 2,000 individuals and that a study in one prison demonstrated a 43% reduction in re-admissions for those who have participated. In another program for high risk sex offenders, a study demonstrated that the treated group had a 12% sexual recidivism rate compared with 27% for the matched untreated control group. The Australian delegate indicated a culturally specific program for Aboriginal/indigenous offenders was being developed in close association with Aboriginal stakeholders.

Prison Environment

Several delegates referred to the importance of ensuring that the prison environment was conducive to prisoners seeking to engage in appropriate correctional programming, and particular emphasis was placed upon the role of staff interaction with prisoners. The delegate from Japan emphasized that in his country there was no distinction made between security officers and those responsible for treatment/ programs. This approach was considered to be most important in encouraging participation by prisoners. A similar observation was made by the delegate from Canada who emphasized the importance which the Correctional Service of Canada is placing upon the role of staff as an agent of change. Similarly, an Australian delegate indicated that most Australian jurisdictions were endeavoring to develop management models which placed great importance on the role of the correctional officer as an agent for positive change and in humanizing the prison environment. The delegate from Mongolia strongly supported the importance of improved conditions on the basis for properly assisting prisoners.

Evaluation

Presentations by delegates, which focussed on the importance of assessment and matching appropriate programs to prisoner needs, raised the importance of evaluation. It is recognized that only with appropriate evaluation can decisions be made in relation to the allocation of scarce resources. The important issue of whether it was possible to measure qualitative program elements as distinct from quantitative ones was discussed by the delegates from Singapore and Canada. It was acknowledged that qualitative assessment is difficult but that efforts to pursue rigorous analysis of what is working in prisoner programming pays significant benefits. The delegate from China also stressed the importance of research as the basis for differentiating the requirements of prisoners.

Agenda Item 3

Creating and Sustaining the Interest of the Community and Government in Corrections

The issue of identifying the most appropriate ways of obtaining the commitment and support by the public and government for correctional work was identified at the 17th APCCA as a critical topic of fundamental importance to most countries. As prisoner numbers rise, pressures are brought to bear on budgets and the importance of enlisting public interest in the vitally important work of corrections becomes paramount. The chairperson, Mr. Pieter de Vink, invited expressions of interest from countries or territories that wished to address the item, and nominations were received from Fiji, Hong Kong (China) the Philippines, Singapore and Vietnam.

All delegates agreed that considerable lack of knowledge about correctional programs and facilities was prevalent within the community of each country or jurisdiction and that this ignorance often arose because prisons were viewed as “mysterious” places which were hidden to a large extent from the public. Historically, the idea that prisons were “closed” to the communities in which they belong encouraged rumour and speculation, and created a very poor environment in which real and balanced appreciation of the actual purpose and function of prisons could grow. Delegates recognized that the modern pressures

for accountability (a delegate for Hong Kong (China) described this as “increasing accountability” in a demanding community) and openness made it important to develop strategies which would progressively change these views. The issues raised by delegates fell naturally into three broad points of focus. Firstly, a range of strategies centering upon the lives of prisoners, their families, and prison stakeholders was identified. Secondly, a number of specific strategies were suggested for the constructive engagement of the media, and for the fostering of public relations within the community. Thirdly, suggestions were proposed which can best be described as strategies to encourage a broader criminal justice system approach, which would require governments to analyze and accept the implications of making changes in one area of the system which had an impact on others. For example, substantially increasing police resources increases the impact on corrections and the courts.

Rehabilitation Based Programs

The delegate for Hong Kong (China) argued that programs that linked prisoners to the community (for example, prisoners participating in evening classes in the community) could foster a more “normal” appreciation of prison life. Similarly, knowledge of the value of rehabilitative programs that had been shown to be useful could be communicated in local communities. The delegates for China and Vietnam referred to the significance of family visits to assist with the understanding of correctional work. The delegate for Singapore spoke of the value of supporting groups who may assist with religious and social counseling on a voluntary basis. The delegate for China also referred to the value of facilitating greater knowledge through the provision of education lectures by local party and government leaders to prisoners. Reference was also made to the role of community groups who may assist with aftercare services.

The delegates for the Philippines and Hong Kong (China) made a similar reference. These activities increased understanding between local community groups and the prisons. A variant on this approach mentioned by the delegate for Singapore was a successful program of inviting young offenders under order of the court to undertake group visits to prisons. Similarly, Hong Kong (China) referred to the value of targeted “personal encounters” of persons at risk with

prisoners. A further initiative was the fostering of Community Development Councils, which could provide advice to families of prisoners in regard to schooling and related matters.

A number of delegates who did not make formal presentations on these issues also raised interesting examples. The Korean paper referred to the role of volunteers, the opening of prisons to the public, inmate work exhibitions and the importance of local Boy Scout work. Other countries such as Brunei Darussalam also mentioned the importance of public visits to prisons and the benefits to public awareness when voluntary organizations take a role in the welfare of discharged prisoners. In the case of Malaysia, mention was made of the role of the Discharged Prisoners Aid Society. The importance of the role of visiting Justices in enhancing the local communities understanding was referred to by both the delegates for Hong Kong (China) and Japan. In Brunei Darussalam, reformed ex-prisoners are encouraged to become voluntary councillors in the NGO sector.

Engagement of the Media and Promotional Strategies

The extent to which prison administrations should vigorously pursue proactive strategies with the media resulted in some useful discussion on the degree to which the media should be engaged. The delegates for both Hong Kong (China) and the Philippines strongly argued that there was an imperative need to inform the media of developments in corrections and that it was necessary to dispel the “mystery”. An open approach was also supported by India and Malaysia. On the other hand, the delegate for New Zealand suggested that it was difficult to develop a sustainable positive relationship with the media because of staff turnover in the media, which made the development of experienced reporters, and thus balanced coverage, a problem on occasions. New Zealand considered that the media should be regarded more as a “conduit” of information to the public and community rather than a group to be courted in their own right. The delegate for Canada also indicated that sustained positive reporting was difficult to maintain as the press had not taken up the opportunities to cover the range of positive initiatives which had been presented by Correctional Service of Canada. On this basis it was considered necessary to broaden the strategy to one which

focussed on victims and other groups in a broader stakeholder community. Reference was made by Canada to the need to develop the positive role of the Citizens' Advisory Committees and those voluntary agencies that can have a significant impact on public attitudes. Hong Kong (China) has a dedicated Public Relations Unit, which organizes press visits and briefings. Visits to prisons by press representatives were identified by a number of delegates. Visits by the press were also mentioned in papers by Japan, Malaysia and Canada. The importance of background briefings was specified by Hong Kong (China) and Japan.

Broader promotional strategies were identified by a number of countries. These included the provision of publications (Brunei Darussalam, Japan, Indonesia and Korea). Visits by the Judiciary to prisons were considered to be a valuable strategy by Singapore, Australia, and Brunei Darussalam. Prison tours by key decision-making officers was referred to in Thailand's paper and the delegates from Hong Kong (China) and Japan referred to the value of an annual fair. The delegate for the Philippines mentioned the value of an annual National Corrections Week to garner public support. The delegate for China made mention of the benefits derived from encouraging key social organizations to launch official correctional functions. Other strategies included a Boy Scout rally (Hong Kong (China) and Korea), a Career Exhibition (Singapore), and prison product exhibitions (Thailand and Korea).

The development of an Internet capability was referred to by Singapore, Japan and Canada as useful tools in promoting the work of their agencies.

Broader Criminal Justice Initiatives

The importance of ensuring that issues which critically impact on the correction systems are understood more broadly within the criminal justice system and government as a whole was raised by the delegate for Fiji. In that country specific initiatives are being made to alert the government to the implications for corrections as the result of increases to resources for the police which is impacting on prison numbers. This very significant point was reinforced by the Australian delegate. The importance of independent committees to review certain correctional issues was raised in Thailand's paper. During general

discussion it was recognized that while correctional agencies do not have direct control over the numbers of offenders admitted to prison, they can properly exercise a role in ensuring that the problems and costs associated with increasing numbers are brought to the notice of the delegates' governments.

Agenda Item 4

The Application of Technology in Prison Design and Management

Introduction

In the discussion of this topic, delegates revealed a wide range of attitudes towards the application of technology to prison design and prison management. On the one hand, some nations were enthusiastic advocates of the benefits of technology in both of its broad applications, whereas, on the other hand, other nations were decidedly cautious of the gains that might be made from this development.

A representative from Malaysia explained that application of modern technology was an integral part of a large institution in his country, which was opened in 1996. This institution for 2,500 inmates, 80% of who were remandees, incorporated CCTV, video surveillance and motion detection systems together with motorized gates. The security control room of this institution (which was inspected by delegates to the 17th APCCA in Malaysia in 1997) was directly linked to the district police headquarters and also provided direct monitoring of all aspects of security within the institution itself. The Malaysian delegate also described the first, second and third phases of the development of the prison computerization project which would, upon completion, incorporate all penal institutions including those located in East Malaysia. He stated that this large project was proceeding according to plan despite the economic downturn that had occurred in his nation.

The delegates from Australia, New Zealand, Singapore and Canada also provided considerable detail of a wide variety of technological applications to both prison design and management.

Physical Aspects of Prison Design and Construction

The Australian delegate explained that in recent years, in an effort to achieve a cost effective building solution to the construction of prisons, the standard Australian prison had become one with a low physical profile, and a campus style design. This meant that the sites are large in terms of acreage, with extensive buffer zones surrounding the prison buildings themselves. Security is maintained by both static and dynamic systems, with the former being represented by electronic fences and various types of movement detection systems. Heat sensors were also sometimes used. At the main entry and exit points of Australian prisons, x-ray and metal detection systems are now standard equipment.

The Australian delegate pointed out that the physical design of prisons incorporated layers of security which varied in intensity from the individual cell, to the individual cell block, to recreation and activities areas and ultimately to the perimeter. As far as possible different types of technology were used to cover each other as a precaution. He pointed out that a system to verify alarms was essential to reduce the cost involved in responding to false alarms. All security systems, he suggested, must be based on a conceptual worse case scenario.

The delegate from the Solomon Islands provided a different perspective of the application of technology to the physical design and construction of prisons as in his country building materials needed to be transported great distances for construction to take place. He pointed out that on the six larger islands in the nation of the Solomon Islands, material had to be transported across beaches and therefore was prefabricated elsewhere. Modular constructions were used with individual items, such as barred windows, being imported from other countries and assembled at the future prison location. This method had been found to be effective and appropriate for that country.

Physical Security

In addition to the aspects of physical security mentioned above, the delegate from Australia explained how “smart cards” were being used to control various aspects of physical security in some Australian prisons. In at least one Australian prison, all staff and prisoners were issued with smart cards, which

allowed them different levels of access to different parts of prison. For example, prisoners could use their cards to gain entry to their own cells, whereas only prison officers could lock and unlock the doors to cell blocks. It was pointed out that smart cards had many wider applications than simply controlling entry or access and were also being used, for example, to record inmate telephone usage and purchases from prison canteens. It was pointed out, however, that at this time, perhaps because of the relative novelty of such technology, smart cards were proving a fairly expensive mechanism to use to assist security within prisons.

The delegate from Fiji explained that electronic surveillance of the perimeter was now an essential aspect of the maximum security prison in the nation's capital. He also pointed out that in the near future all prisons in Fiji would be linked by computer to the prison headquarters. This development suggests that the application of technology to prison design and prison management will not be restricted to the more wealthy or westernized nations in the Asia and Pacific regions. The delegate from Singapore explained that there was a very high level of commitment to the application of technology to all aspects of prison design and management in her country. For example, a detailed plan was being developed for the relocation of 15 separate institutions into the one prison complex, which would be completed by the year 2005 and would provide accommodation for 23,000 prisoners.

As a part of the preparation for this very large transformation of the Prison Service of Singapore all junior prison officers were being provided with training in a variety of computer applications, including, in a number of cases such advanced skills as web site design. In the prisons themselves in Singapore, technology such as the use of hand prints for identification was to be built into prison operations. The Singapore delegate also explained that video conferencing, which was now only used to a limited extent would become a much wider practice in the future.

Notwithstanding the strong support for prison security being assisted by technology in a number of countries, the delegate from Hong Kong (China) expressed some caution about the loss of human contact that may be one of the

results of developments of this type. He expressed the view that direct supervision was the essential aspect of all prison management and that human contact must not be reduced. He argued that, while he was always open to new ideas, a cautious approach to the widespread application of technology to prison security was more appropriate in his situation.

One of the Australian delegates then provided a graphic description of the failure of prison security in two Australian cases. He explained that, in the 1970s, two very high security institutions had been constructed in New South Wales and Victoria, which made extensive use of technological surveillance in order to reduce human contact and therefore danger to staff. The New South Wales institution was subsequently described in a judicial inquiry as “an electronic zoo” and was closed. The Victorian institution closed after a fire killed a number of inmates and the electronic control at the gates prevented staff from reaching the inmates in time to save their lives. These two examples were seen by delegates as good reason for proceeding with caution in this area.

The Management of Offenders

Delegates from Malaysia, Canada, Singapore, New Zealand and Australia all explained in some detail how the electronic or computerized use of records have been of assistance. In particular a prisoner information management system (PIMS) was now widely used in a number of countries. This facilitated the transfer of information about prisoners between institutions and therefore removed the need for the transportation of physical files each time a prisoner was moved. It was pointed out however that the vast amount of information which was available about prisoners could result in a degree of information overload and also could possibly result in senior correctional administrators being accused of not responding appropriately to the information which was readily available to them. On the other hand, the use of such technology could enhance the application of case management to inmates.

A particular aspect of offender management, which had been assisted by the application of technology was that of calculation of release dates. It was suggested by the delegate from Australia that this had always been an area of some difficulty for prison managers and, even though it was not yet perfect, the

task had been found to be less difficult with the use of technology than it had been in the past. Problems continue to occur, however, with offenders, transferred from other jurisdictions, about whom unfamiliar rules with relation to the calculation of release dates may be applicable.

Another aspect of management that was mentioned by a number of delegates, as being facilitated by the application of technology, was that of video conferencing. It was suggested that video conferencing had the potential to save a great deal of money in the hearing of bail and remand applications, as it should not always be necessary to transport prisoners applying for bail from the prison to the court for that purpose. Also, the repeated court appearances for remandees could be avoided provided that an adequate system of video conferencing was in place and the court systems and prisons had appropriate linkages. Video conferencing was also used in connection with staff training and normal management meetings of senior staff. A number of delegates pointed out that it was essential to have a highly trained staff if technology was to be a useful tool in correctional management. In many nations, the starting point for staff was a high level of computer illiteracy which needed to be overcome by intensive training before real value could be derived from this type of development. If correctional institutions are to be linked with other criminal justice agencies, for the purposes of transferring information, then it was essential that careful planning took place and that common data definitions were used across the total criminal justice system.

Preparing for the Year 2000

All of the delegates present at the conference were aware of the potential dangers associated with the year 2000 and the so-called "millennium bug". The delegate from Hong Kong (China) for example, explained that a detailed program of testing computer equipment is in progress. All the programs and hardware will be adjusted or replaced and the exercise is aimed to be completed by June 1999. The delegate from New Zealand explained that in that country too, extensive work had been undertaken to ensure that there would be a smooth transition to the next century, but he was not totally confident that all supporting systems from external utilities, such as those relating to the delivery of power and

water to correctional institutions, would not be affected. The Canadian delegate said that their general position, in regard to year 2000, was to assume that it may be the case that none of the systems in the agency work for at least some period of time with the start of the new century and thus, contingency plans are being developed. This may apply to cars, traffic lights and telephone systems as well as more advanced technologies.

The Costs and Benefits of Technology

While most delegates accepted the proposition that ultimately cost savings and improved efficiency could be achieved through the application of technology to prison design and management, it was recognized that the costs of installing new technologies was sometimes prohibitive. The delegate from Indonesia reported that a proposal to introduce a wide range of technologies into the correctional system in that country had been postponed because of the costs involved. It was also suggested by some that because it was necessary to maintain the previously existing system parallel with the new technological system, at least for the settling in period, the costs and relative efficiencies were generally negative for a period of time before the benefits and cost savings were visible. Thus, for example, even the transformation from the use of typewriters to computers, in the first few weeks or months, change may reduce efficiency rather than increase it, even though in the long run efficiencies were clearly attainable. Similarly with electronic surveillance replacing the physical surveillance of guards on towers there would be a transition period when both systems would be operating at the same time. The delegate from India pointed out that in his country there had not been a high degree of commitment to the application of technology in corrections, even though both television and computers were widely used, but he also pointed out that there should be no conflict with the use of technology and the maintenance of prison security through human contact as technological advances must be seen as a supplement to the essential interpersonal aspects of the management of prisoners.

The delegate from Japan also made the point that, while technology was widely used in prison operations in Japan, more emphasis was placed on human relations between staff and prisoners than on electronic surveillance. It was

suggested that, if used unwisely, technology may have a negative impact on prison management.

One of the unexpected aspects of the video surveillance of prisoners and prison perimeters had been found in Australia to be the expectation by the courts that there would be a video record of incidents which had occurred in prisons. While in a number of cases video recordings of fights and disturbances had been used in court proceedings following such incidents, a problem was becoming apparent in that the quality of the video recording was sometimes not always of a sufficiently high standard to identify the individuals involved in the incident. It was suggested that if this use of video recording was to become standard practice then one needed to ensure that the quality of the video recording was of a very high quality.

Conclusions

Delegates to the conference were, in general, cautiously supportive of the application of technology to prison management and design but were also conscious of the need to proceed slowly and learn from the experiences of others. As the delegate for New Zealand pointed out, it is important that the users make the key decisions on their needs and priorities for technology. This delegate suggested that it may be better not to be part of the “leading edge” of development in this area but rather to “piggy-back” on developed technology. With this approach, reasonable advances may be expected without undue expenditure. It was generally agreed that with careful planning and appropriate training of staff, technology had a great deal to offer in corrections, both in relation to design and management issues. It was also important to ensure that technology did not detract from the interpersonal contact between staff and inmates but rather, facilitated such interaction occurring.

Closing Ceremony

At the commencement of the closing ceremony, the conference Chairman, Mr. Pieter de Vink made the following remarks:

"We have reached the final day of the conference. You have certainly

assisted in making my job as conference chairperson easier and I appreciate your support.

I hope you have found this week productive and useful. This week has provided an opportunity for all of us to learn about each countries correctional issues.

The week has been very busy. The week has also been an opportunity to develop business relations through meetings as well as socially. I hope the social events have been enjoyable and the tours educational for you.

I would like to extend my best wishes to David Biles, Julie Biles, Barry Apsey and all the delegates and thank all of you on behalf of myself, the Commissioner and the Correctional Service of Canada.

I would also like to extend my best wishes to the delegates from China for the 1999 conference.

And last but not least, I would like to sincerely thank Bob Lusk and his committee for the excellent planning of this conference, and as well, extend my gratitude to the many volunteers that assisted the committee.

I look forward to joining those that are remaining for the festivities this evening and to those departing, I wish you a safe journey home."

Mr. de Vink then invited the APCCA Coordinator, Professor David Biles to speak. Professor Biles expressed his deep appreciation for all of the work done by the Canadian hosts in making this conference an outstanding success. He drew particular attention to the fine work of the conference organizer, Mr. Bob Lusk, and his team of hard-working and cheerful assistants.

Professor Biles then invited a small number of delegates to make brief closing remarks. On behalf of the small Pacific nations, a representative of Samoa, Mr. Taloaileono Ale, expressed his warm appreciation of the friendship and hospitality they had all received. The representative of Singapore, Ms. Tay Lu Ling, then congratulated the conference organizers on their work and expressed the view that the conference had been most worthwhile.

On behalf of the previous host nation, Malaysia, Datuk Omar, also congratulated the Canadian host on their achievement. The representative of

Hong Kong, China, Mr. Raymond Lai, then also offered his thanks and made presentations of momentos to Mr. Pieter de Vink and Professor David Biles.

The leading delegate from New Zealand, Mr. Mark Byers, then spoke and praised the high level of organization of the conference and the generous hospitality as well as the valuable nature of the conference deliberations.

The leader of the Indian delegation, Shri V.K. Malhotra, then offered his congratulations and expressed his appreciation of the Canadian work.

Finally, the leader of the delegation from the People's Republic of China, Mr. Du Zhongxing, offered his thanks to Canada and expressed the hope that he would meet all delegates again in October 1999 in Shanghai.

The Chairman then invited a contingent of officers from the Correctional Service of Canada to solemnly remove the APCCA symbols from the conference room. He gave an undertaking that the symbols would be held in safe custody and would be delivered to the 19th APCCA in Shanghai next year. The Chairman then declared the conference closed.

The final event of the conference was a banquet hosted by Mr. Pieter de Vink in the hotel Ballroom, which was greatly appreciated by all delegates and a number of official visitors. Highlights of the banquet were presentations made by dance groups representing the multicultural nature of the City of Vancouver.