

Corrections in Asia and the Pacific

Record of the Twentieth Asian and Pacific Conference of Correctional Administrators

Sydney, Australia. 5-10 November 2000

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Introduction

This report is a summary of the proceedings of the Twentieth Asian and Pacific Conference (APCCA) held in Sydney, Australia, over the period 5 to 11 November 2000. The conference was attended by senior representatives of correctional services of 20 nations or territories in the Asia and Pacific region, generally the Chief Executive, Commissioner or Director General responsible for corrections in each nation or territory. The conference was hosted by Dr Leo Keliher, Commissioner, Department of Corrective Services of New South Wales and was officially opened by the Attorney General and Minister for Corrective Services the Hon. Bob Debus.

The first meeting of the APCCA was held in Hong Kong in 1980. The idea for 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 assembled 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 his private capacity.

After the first assembly of the conference in Hong Kong, in subsequent years the conference has assembled in Bangkok, Tokyo, New Zealand, Tonga, Fiji, the Republic of Korea, Malaysia, Australia (New South Wales and Victoria), India, China (Beijing), Australia (South Australia), Hong Kong, Australia (Northern Territory), Japan, New Zealand, Malaysia, Canada and China (Shanghai). Over this period the conference has developed a significant history of traditions or 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 the participants pay for 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 New South Wales Department of Corrective Services and by sponsors: Abakus - Elmotech, Chubb Security, NSW Corrective Services Industries and the Government of the Northern Territory. Acknowledgment is also given to AusAID - International Seminar Support Scheme, which assisted a number of delegates attend the conference by way of financial aid.

It should also be acknowledged that Discussion Papers were received from Micronesia, Sri Lanka and Fiji. Unfortunately, Delegates from those countries were unable to attend the Conference.

Another tradition that has developed within the framework of the APCCA is that of visiting correctional institutions, especially if they are related to the agenda items 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 twentieth conference in Sydney visits were arranged to the Berrima Correctional Centre, the Emu Plains Women's Correctional Centre and the Long Bay Correctional Complex. Conference delegates were also given an opportunity to inspect the site of the Olympic Games and also to enjoy a cruise on Sydney Harbour.

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 E, and the outcomes of the second meeting is incorporated in the report of the final APCCA Business session of the full conference.

A further tradition of the APCCA that was established at 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 was circulated to all delegates at the beginning of the final business session. This was based on the oral presentations made by delegates and also on the written national discussion papers prepared by all participating nations and territories. This report is an edited and extended version of the original draft report.

Opening Ceremony

The opening ceremony for the conference was conducted in the Bennelong Point Room of the Carlton Crest Hotel in Sydney. The ceremony was chaired by the conference host, Dr Leo Keliher, who welcomed delegates, observers and guests as follows:

On behalf of the NSW Department of Corrective Services and my colleagues from other Australian states and territories, it is with a great deal of pleasure that I welcome all delegates, observers and their spouses to Sydney for the 20th Asian and Pacific Conference of Correctional Administrators.

Following the very successful Olympic and Paralympic Games in Sydney, it is most appropriate that the APCCA should be held in Sydney in the Year 2000.

I am advised that the number of countries registering at this year's conference is a record (23) and I am especially pleased to welcome Tuvalu, which is attending for the first time.

I trust that all delegates and observers will find both the official program and the social activities which we have arranged for you this year in Sydney to be interesting and enjoyable.

If any delegates require any assistance at any time during the conference please do not hesitate to contact the Conference Organiser, Amanda McDonald, or any of her assistants.

Dr Keliher then introduced the Attorney General and Minister for Corrective Services, The Hon. Bob Debus and invited him to address the gathering. The Minister said:

It is my pleasure to welcome delegates and observers to the twentieth Asian and Pacific Conference of Correctional Administrators.

I am delighted to hear that more than 20 countries are represented making this conference with over 100 delegates, the largest held to date. I also understand that all states and territories of Australia are represented and this is the first time that this has occurred.

AusAid has provided assistance to enable a number of delegates to attend this conference and I applaud this gesture. Of course, you are visiting Sydney at the end of our Olympic and Paralympic celebrations. I am sure the extensive media coverage of the city at its best during the Games would have whet your appetite for your visit. I can see from the program that you will be visiting some of Sydney's attractions including Taronga Park Zoo which comes within my portfolio as Minister for the Environment. I am sure you will be impressed with the many unique Australian animal species and the creative way they are exhibited.

This is not the first time that your conference has been held in Sydney. In 1988, another big year for Australia - the Bicentennial of European settlement - the convention met in both Sydney and Melbourne. After that, it was Adelaide in 1992 and Darwin two years later.

As you would expect over more than a decade, a great deal has happened since your last visit as a group to Sydney. The NSW Department of Corrective Services has been engaged in an extensive long-term restructure of the State's prison system during this time.

It is no exaggeration to say I am proud of many of the reforms we have introduced and the improvements we have made, particularly in terms of diverting minor offenders from full-time custody and developing innovative programs and safer and more humane conditions for staff, inmates and visitors.

A number of the older gaols have been closed or redeveloped and replaced with modern facilities of a far higher standard. I understand that you will be visiting several correctional centres, each of which are examples of different types of correctional centres.

Long Bay Correctional Complex has undergone substantial changes. In 1988, this complex which is in Sydney's eastern suburbs, was the centre of the State's correctional activities. Today, Long Bay is predominantly a therapeutic correctional complex which offers specialised programs including an intensive sex offender program.

Neither is Long Bay the major remand centre any more. The new Metropolitan Remand and Reception Centre opened at Silverwater, 15km from the city centre, in 1997. This 900-bed is the largest correctional facility in Australasia and you will see this centre on Thursday.

When you visit Berrima, you will see one of our oldest jails. It is located in the main street of a small historic town outside of Sydney and is an interesting example of a jail working with its local community.

During your visit to Emu Plains women's prison, I hope you take the opportunity to see the recently established residential units and Jacaranda cottages. The introduction of the Mothers and Children's program at Emu Plains women's prison in 1996 was a major initiative. The program is a humane recognition of the fact that children should not be punished for their parents' crimes. Pre-school aged children can live with their mothers at

the Jacaranda Cottages and school-aged children can spend holidays and weekends. This program helps to keep families together and is a valuable incentive in the women's rehabilitation.

Perhaps our most innovative reforms have been in the far west of the State catering for indigenous offenders. The area of indigenous offenders presents unique challenges for any correctional system. Although you will not be visiting these facilities I would like to highlight the important work that has been done in this area.

In response to the unique needs of this group of inmates, we have developed a range of dedicated facilities and programs which aim to divert young Aboriginal offenders from the full-time prison system and at the same time help them reconnect with their indigenous culture and heritage.

In the far west of New South Wales, "Warakirri", at Ivanhoe was opened in September last year. This work camp has brought new life to a small, struggling isolated town. The former State Rail village has been transformed into a minimum security centre for 50 inmates who work in local national parks and on community projects. This centre will give inmates from the far west, particularly those of Aboriginal descent, the opportunity to develop new skills.

Another example is the Second Chance centre, "Yetta Dhinnakaal" which operates on a 10,000 hectare property near Brewarrina. This centre primarily caters for Aboriginal inmates and provides an opportunity to learn rural work skills which better equips inmates for their release to the community

One of the most far-reaching changes in the custodial system has been the implementation of case management for every offender in the system. This is a participatory, cooperative process in which staff and inmate jointly set realistic and achievable goals for the inmate to meet throughout his or her period in custody. In this way the inmate is encouraged to address and change their offending behaviour. I should say our prison officers have taken on the extra responsibility of case management with the dedicated professionalism we have come to expect of them.

I would also like to mention the Department does not just provide correctional centres. The Department also offers an array of sentencing alternatives to divert offenders from full time custody. It is widely accepted that imprisonment is to be used as a sentencing option of last resort. The Department, through the Probation and Parole Service, plays a vital role in providing programs in the community that are available to the Courts.

I have outlined just some of the changes introduced in NSW but I'm sure that each of you would be able to detail a similarly lengthy list of developments in your own systems over this time. I am sure that you will be exchanging this information over the coming few days as you set new directions and challenges for the future.

I welcome all of the delegates and observers to Sydney.

I have great pleasure in formally opening the twentieth Asian and Pacific Conference of Correctional Administrators.

At the conclusion of the Minister's speech the APCCA symbols, a Fijian war club and an Indian brass lamp, were ceremoniously marched into the hall by an honour guard of officers from the New South Wales Department of Corrective Services. Then Mr Wang Xushing, the leader of the delegation from the Peoples Republic of China, on behalf of the Chinese hosts of the 19th APCCA, formally handed over the symbols to Dr Keliher.

At the conclusion of the formalities all conference participants assembled in front of the conference centre for the group photograph.

Before the formal conference business, the APPCA Coordinator and Rapporteur, Professor David Biles, made a short speech in which he added his personal welcome to all delegates and guests. He then summarized the developments of the APCCA web site and the APCCA Newsletter since the last conference in 1999, and also introduced the agenda items for the conference. He then made a short personal statement about his continuing involvement with the APCCA.

Agenda Item One

National Reports on Contemporary Issues in Corrections

Introduction

Following the model adopted since 1997, all delegates to this conference were invited to present an overview of the key issues currently facing their nation or territory. The reports addressed a broad range of questions, but there was a high level of agreement on most of the key issues.

Socio-Economic and Political Constraints

Several papers and oral contributions noted that the operation of correctional systems is directly affected by the general socio-economic conditions in the society. China, for example, stated that the development of the market economy has brought about great change in the nature of offending in the country; and "to respond to these changes, the prisons should constantly improve the methodology of reforming the prisoners and apply new knowledge and research findings". Brunei Darussalam wrote that overcrowding in prisons was a result of "socio-cultural, economic and political changes of which unemployment is the result". Similarly, Vietnam expressed concern about the effect of "economic globalisation and world trade liberalisation causing an increase in corruption, organised crimes and transnational crimes".

One of the most obvious examples of regional differences lies in the size of the prison population. For example, China's prison population is more than 1.4 million. Tonga has 68, Kiribati 57 and Tuvalu just 6 prisoners.

There was also a shared concern that these socio-economic conditions tend to impact most upon those groups who are already most socially disadvantaged. For example, the delegation from New Zealand stressed that the over-representation of Maori and Pacific Islander

prisoners is directly related to their socio-economic status. Canada and Australia expressed similar concerns with respect to their indigenous people.

The paper from Korea drew some striking links between imprisonment rates and socio-economic problems. It noted that the average daily prison population had increased rapidly from around 60,000 in 1995 to over 70,000 in 1999 "during the time of economic crisis". However, as the economic situation has recovered, the number of prisoners has fallen to around 64,000. In Macau (China), there is also a very clear link between crime and the "crucial economic activity ... of gambling".

In some parts of the region, political, historical and socio-economic factors have a particularly profound impact. Delegates noted with great regret that the political situation in Fiji had prevented that nation's attendance at the conference. Indonesia wrote that the "economic, social and political problems that pounded Indonesian society" had resulted in an increased prison population and in a number of problems of prison security and control. Sri Lanka's report pointed to a particular problem with respect to those suspected of terrorist activity, who are often detained for long periods without trial. Cambodia and Mongolia noted that there was a lack of resources to improve the poor physical condition of prisons. Prior to a recent program of renovation, this had also been a problem in Tuvalu.

Prison Population Levels

Prison populations are generally increasing across the region. However, there are a few exceptions to this pattern. Brunei Darussalam's prison population has declined from 1100 in 1997 to 800 in 1999 and Canada's prison population has remained stable in recent years. The biggest recent decline has occurred in Kiribati, where the prison population has fallen by around one third over the past year. This was due to the "Millennium Prerogative of Mercy granted to almost half of the total prison population at the beginning of this year". As noted, Korea's prison population has also declined in the past year.

In the rest of the region, the level of increase varied but was generally significant, especially if viewed in the light of increases during the preceding years. In Australia, the average daily prison population increased by 9 per cent from 1997/8 to 1998/9. The imprisonment rate per 100,000 adults showed a similar increase. In China, the incarceration rate was 118.9 per 100,000, an increase from 112 per 100,000 in 1998. In 1999, Hong Kong (China) saw an increase of around 5 per cent in the number of people admitted to correctional institutions. The inmate population in Macau (China) has more than doubled since 1995. In Indonesia, the prison population stayed relatively stable in the period from 1999 to 2000. Japan, Malaysia and New Zealand are all experiencing a steady rise in the prison population and these trends are expected to continue. Tonga's prison population has fluctuated and after a decline in the first part of 1999, has increased again. Singapore and Thailand are experiencing particularly significant increases. The Singapore paper referred to a 48 per cent increase. In Thailand, the number of male prisoners increased 130 per cent between 1992 and 1999 and female prisoners increased 526 per cent over the same period.

Prison Population and Overcrowding

Prison overcrowding is a reflection of two matters - prison population and prison capacity. In most jurisdictions, increases in the prison population have resulted in overcrowding. Thailand, for example, has a prison capacity of around 100,000, but a population of more

than 200,000. Malaysia's capacity is well below its population and "it is common for 4 or 5 inmates to be accommodated in a cell designed for a single inmate". However, this is not always the case. Indonesia, Japan and Macau (China) have all experienced an increase in the prison population but are still operating at below full capacity (85 per cent in Indonesia, 87.5 per cent in Japan and 90 per cent in Macau (China)). However, it should also be noted that even in these jurisdictions, there are some points of pressure. In Japan, for example, women's prisons are overcrowded, with an occupancy rate of 119 per cent.

In many jurisdictions, the overcrowding problem is such that long term strategies need to be developed. One element of such strategies will be the building of new prisons. Hong Kong (China) opened a new prison in October 1999 but still has an occupancy rate of 116 per cent. Brunei Darussalam is about to embark on a major prison building program and Korea has enacted legislation to permit the construction of a privately operated prison.

Several other strategies also emerged from the conference papers. As noted earlier, Kiribati granted the Prerogative of Mercy to almost half its inmates at the beginning of the year. Similarly, Vietnam offered an amnesty for more than 20,000 offenders. All jurisdictions are actively pursuing the introduction or expansion of community-based alternatives, including home detention and parole. For example, Korea has extended the operation of early release schemes and China and Malaysia are considering the introduction of parole systems.

The paper from Korea identified another interesting strategy to reduce the prison population. There, the "prosecutor's office reduced the number of inmates on remand by controlling the indictment rate". This suggests a high level of collaboration between the different criminal justice agencies in that country compared with other parts of the region.

Prison Populations and Crime Rates

As in previous years, the reports continued to demonstrate that prison population levels are not necessarily related to changes in the rate of crime. In some jurisdictions, including Singapore, there has been a decline in recorded crime but an increase in the inmate population. In Canada, the crime rate has declined for eight consecutive years, with 1999 seeing the lowest rate since 1979; however, incarceration rates remain stable.

These trends can, in part, be explained by a growth in areas of serious criminal activity. In other words, there may be less crime generally but more serious crime. Thus, in Australia and New Zealand, property offences such as burglary are declining, but offences of assault and robbery are increasing. China, Hong Kong (China), Macau (China) and Mongolia also noted an increase in violent crime. Korea, Brunei Darussalam, Malaysia, Tonga and Thailand expressed concern at increasing rates of serious drug-related offences. Canada, Vietnam and a number of other jurisdictions noted that serious gang-related crime appears to be on the increase. However, it would appear that public fear of crime, and political responses to such fears, also have a significant impact on the relationship between crime rates and incarceration rates.

Sentenced and Unsented Prisoners

There is considerable regional variation with respect to the position of unconvicted persons. These differences reflect different investigative procedures, legal requirements and criminal justice traditions. However, the detention of unsentenced people remains a problem. In 1999,

for example, 50 per cent of all prison receptions in Malaysia were unconvicted people. In Korea, around one third of the prison population is on remand at any given time. More commonly, 20-25 per cent of inmates are on remand (e.g. Macau (China), Japan, Kiribati).

It is a matter of great concern that, in some jurisdictions, the remand population is growing even faster than the sentenced prisoner population. The two most obvious examples of this are New Zealand and Australia. This may partly reflect changing judicial practices but is also the consequence of legislation to restrict bail in cases involving charges of serious offences. It would appear that the issue of remand prisoners is likely to become of increasing significance throughout the region.

Offender Demographics

All of the reports make mention of the demographic characteristics of prisoners. Although there are a number of variations, some common themes can again be identified.

Issues pertaining to women prisoners are discussed in detail in Agenda Item 2. However, two points can briefly be made here. First, the proportion of female prisoners is generally in the range of 3 per cent to 9 per cent. However, two jurisdictions reported a much higher rate. Hong Kong (China) stated that around 14 per cent of the prison population was female. This figure is largely explained by a high number of illegal immigrants (72 per cent of all female prisoners). Thailand's figure is 17.5 per cent - primarily for drug-related crimes. Secondly, whilst female prisoners still constitute a relatively small proportion of the total inmate population, it is clear that in most jurisdictions, the female prisoner population is growing at a faster rate than for males. This point was forcefully made by Australia, Canada, China, New Zealand and Thailand.

Several nations (especially Australia, Canada and New Zealand) expressed ongoing concern at the rate of imprisonment of indigenous peoples. A number of initiatives have been developed to try to encourage indigenous people's participation in programmes (see also Agenda Item 3). However, much remains to be done and all of these countries share a concern that the rate of indigenous over-representation seems likely to increase rather than decrease. This is largely the result of demographic factors and socio-economic considerations.

Figures with respect to age were not available for all parts of the region but again, there are some general trends. Several countries face a problem with respect to "elderly" inmates. It was noted that prisoners aged 50 or more tend to pose problems with respect to physical and mental health care. Australia, New Zealand and Canada identified this as a particular problem. New South Wales, Australia, has established a specific facility for "Aged and Frail" prisoners. Other countries to express concern about an ageing prison population included Korea, Japan and Malaysia.

Foreign Prisoners

Most of the reports made specific mention of foreign prisoners. Generally speaking, the proportion of such prisoners remains low. However, there are some exceptions to this. In Brunei Darussalam, for example, foreign prisoners constitute around two thirds of inmates. Hong Kong (China) continues to have a relatively large number of foreign prisoners and mainlanders. Local Chinese represent only 43 per cent of the prisoner population. The

remaining 57 per cent comprises Chinese legal entrants (24 per cent); Chinese illegal immigrants (20 per cent) and prisoners of other nationalities (13 per cent). Korea and Sri Lanka also reporting an increase in the number of foreign prisoners.

There was a consensus, in the reports, that it is necessary actively to pursue the question of international transfers for prisoners. Hong Kong (China) has entered bilateral agreements with three countries (Thailand, Philippines and Italy) since the APCCA meeting in Shanghai in 1999. It already has agreements with Sri Lanka, the UK and the USA and is actively engaged in negotiations with 30 other countries. Other nations are generally not so far advanced in this process.

Standards and Accountability

During recent APCCA conferences, there has been a growing interest in prison standards, including compliance with international obligations such as the United Nations Standard Minimum Rules for the Treatment of Prisoners. This remained an important theme during this year's conference. China has now entrenched its prison laws and has made progress in "strictly enforcing the law, and implementing the principle of lawful, strict, civilised and scientific management in corrections". The Chinese delegation reported that the effect of opening up their prison system had been to enhance the position of prison staff, to help to mobilize prisoners and to strengthen the image of the prison system. Brunei Darussalam, Cambodia, Korea, Malaysia and Thailand were amongst the other countries to recognise the importance of United Nations standards to the development of prisons.

A number of countries, including Singapore, Hong Kong (China), Canada, Australia and New Zealand were keen to explore the further development of international benchmarks. The New Zealand delegation suggested three strands to this ; efficiency in service delivery; performance in preventing escapes, self harm etc; and effectiveness in reducing recidivism. Hong Kong (China) and Singapore have developed a strategic relationship to share knowledge and work to similar goals.

Tied in with these developments is a sharper focus on prisoner's rights and duties, and developing mechanisms for resolving prisoners' grievances. For example, Japan stated that new laws are to be developed with respect to these matters and Korea noted that prisoners now tend to raise more grievances. Malaysia has recently revised its Prison Regulations to afford more rights to prisoners.

Custody and Control

It is a sign of the maturity of the conference that the focus of discussions is now on humane and effective treatment and service delivery. However, two core functions of any prison system will always be the physical security of the prisons (keeping prisoners in custody) and the control of institutions (ensuring the safety of both staff and inmates). It is pleasing to record that no major concerns were reported with respect to these issues. China reported its lowest ever escape-rate and Indonesia stated that the number of escapes had declined dramatically from 1999 to 2000. However, some of the smaller jurisdictions, including Macau (China) did note the difficulties which can arise when rival groups are, of necessity, placed in the same prison.

Integrated Offender Management

There was consensus that, in the words of Brunei Darussalam, correctional systems should aim to ensure that the person can lead "a law-abiding and self-supporting life" upon release. This is often expressed in terms of "offender reintegration". However, the delegation from Canada made the important observation that the focus should probably shift to "social integration" rather than re-integration because many prisoners "have not been fully integrated into communities prior to incarceration".

These rationales mean that there must be a carefully structured treatment and management regime for prisoners to prepare them for release. Canada has one of the most sophisticated systems for needs and risk assessment of prisoners, leading to subsequent treatment programs. Other countries are increasingly following suit. A good example is Singapore's HUMAN (Housing Unit Management) system. This includes the development of a "road map" sentence plan for all prisoners and the integration of both "incare" and "outcare". Australia and New Zealand are also pursuing similar strategies. New Zealand is making particular strides in focussing on indigenous (Maori) culturally related needs as part of the assessment process and the development of sentence plans.

Participants further stressed that integrated offender management strategies of this sort will require careful research and systematic evaluation.

Conclusion

It is clear that prison population levels and overcrowding are the predominant concern of prison administrators in the Asian and Pacific region. Since rates of imprisonment do not necessarily decline even if crime rates fall, we can anticipate that overcrowding will remain the central concern for many years to come. Across the region, there also seem to be some common pressure points. These include female prisoners and remand prisoners - both groups growing at a faster rate than the total prison population.

However, whilst prison administrators will continue to face considerable difficulties as a result of these trends, there are some positive developments. All jurisdictions appear to be effectively meeting the core functions of custody and control. There are also some very positive developments with respect to international standards, benchmarking and offender management. Although the various jurisdictions have reached different stages of development with respect to these matters, it is important to record the extensive shared commitment and increasing spirit of collaboration

Agenda Item Two Women Prisoners

Introduction

The written and oral presentations to the conference, in one way or another, repeated the well-established fact that in all prison systems around the world women prisoners constitute a

small minority of the total prisoner population. There is considerable variation, however, between nations in the relative size of the female proportion.

It can be calculated from the statistical returns submitted by delegates *before the opening of the conference*, that for the whole of the Asia and Pacific region, women prisoners constitute 5.1 per cent of the total number of all prisoners. Higher than average proportions are seen in the figures for Thailand (17.4 per cent), Hong Kong (China) (10.4 per cent), Macau (China) (8.7 per cent) and Singapore (8.2 per cent). At the other extreme the proportions are very low in the Pacific island nations of Fiji (1.4 per cent), Tonga (1.5 per cent) and Kiribati (1.8 per cent). All of the other nations in the region have proportions of women prisoners which are between these extremes.

The delegate representing Tuvalu informed the conference that, in his country, there was currently a total of six male prisoners and there had been no women imprisoned for the past 15 years.

It would be interesting to speculate as to the reasons for these marked differences, and, at a glance, it seems that less highly developed nations have lower proportions of women prisoners. Conversely, it seems that nations with a high level of socio-economic development generally have higher proportions of women prisoners. However, cultural and historical considerations must also be relevant as not all nations fit this pattern.

All of the presentations to the conference also, in different ways, made the point that women prisoners have special needs, particularly with regard to health care, substance abuse, and family responsibilities. These are subjects which will be considered more closely later in this chapter.

Recent Trends in the Numbers of Women Prisoners

Many delegates reported, or stated in their national reports, that they had experienced extreme increases in the numbers of women prisoners which were the cause of management concern. In Australia for example, there have been increases in all jurisdictions except South Australia, while in New Zealand the female prison population has increased by 162 per cent between June 1986 and June 2000. In Thailand the rate of increase in the female prisoner population has dramatically exceeded the equivalent rate for male prisoners, and this trend is predicted to continue. Even in Japan, where prison populations generally are very stable, there has been an increase in the number of women prisoners of 44 per cent over the past six years.

In Malaysia the number of women prisoners has fluctuated over the past decade, but in the past two years the numbers have doubled, while in Singapore, since 1993, there has been an increase in female penal offenders, but not in female drug addicts. In Cambodia, there has been no apparent marked increase in women prisoners, while in Kiribati the number of women prisoners is kept very small by the common practice of the courts suspending the sentence if the offender is female. In Brunei Darussalam, the total number of women prisoners has remained relatively stable for the past four years, but in most years the clear majority are foreigners.

Problems of Geographical Dislocation

In many nations, the fact that there are relatively small numbers of women prisoners, and the policy of maintaining strict segregation of male and female prisoners, has resulted in the unfortunate consequence of women prisoners often being held in prisons further away from their homes than male prisoners. In Japan, for example, there are only six prisons for women in the nation and many women prisoners are in institutions far away from their homes and families. In order to compensate for this separation, travel expenses are paid to the women on release.

In Canada, until recent times, the situation with regard to geographic dislocation was even worse as there was only one federal prison for women in the whole country. There are now, however, a number of different federal prisons for women in different regions of Canada, and in some provinces arrangements have been made for federal women prisoners to serve their sentences in provincial institutions, if the facilities and programs are regarded as suitable.

In New Zealand, where there are three prisons for women, the 1999 Prison Inmate Census showed that 63 per cent of women prisoners were imprisoned away from their home regions, compared with 46 per cent of men.

Offences Leading to Imprisonment

It was widely reported to the conference that women generally do not commit the same offences as men, but there seems to have been a coming together of male and female offence patterns in recent years. In particular, it seems that a greater degree of violence is now associated with female crime than was the case some years ago. However, a background of illegal drug use seems to be common in a number of nations in the region. In Japan, for example, 46 per cent of women are admitted to prison for offences related to stimulant drugs. In Mongolia, on the other hand, 42 per cent of the female prison population were said to be murderers.

The New Zealand report suggests that women prisoners are mostly in prison for violent, property or drug offences, and that they are disproportionately Maori. Most have significant histories of drug or alcohol abuse, were under 30 years of age, often living alone with at least one dependent child, serving their first sentence of imprisonment and have at least six previous convictions. Similarly in Canada, the profile of women offenders incarcerated and under community supervision indicates that only a small minority were married, that Aboriginal women were over-represented, that 18 per cent were convicted of either first or second degree murder, and almost exactly one half fell into the 20 - 34 years age group.

Special Needs of Women Prisoners

Some of the special needs of women prisoners are indicated by the profiles from New Zealand and Canada summarised above, but there are many others relating to different aspects of health care. In particular, issues relating to pregnancy, childbirth, contraception, menstruation and lesbian relationships are of more or less greater relevance in individual cases.

It is also now becoming increasingly recognised that many women prisoners were themselves the victims of sexual, physical or emotional abuse earlier in their lives. It was reported to the conference that research in Canada had established that these background factors could be found in over 80 per cent of women prisoners in that country, and the proportion was even higher for Aboriginal women prisoners. A similar picture was presented for Mongolia.

Mothers and Babies

All conference participants who spoke, or made written submissions, on this subject indicated that arrangements were made for pregnant women prisoners to deliver their babies in public hospitals, rather than in prison. This ensured that professional obstetric assistance was available and also avoided the stigma of having a prison named as the place of birth on the birth certificate.

There was no consensus, however, on whether or not mothers in prison should be allowed to keep their babies with them, and, if so, for how long. In Malaysia and in the Canadian federal system, mothers are permitted to keep their babies with them in special units in prison for a period of up to four years. The maximum period in Singapore and in Hong Kong (China) is three years, but the mother is encouraged to make other arrangements before that time. (Also, in Singapore, an 8-week parenting course is offered to women prisoners who are young mothers). In Japan, mothers are allowed to keep their babies with them for up to one year, while in Kiribati the baby may only stay while the mother is lactating.

In Australia, each of the six states and the Northern Territory have facilities for babies and young children to stay with their mothers (but not in every prison in each jurisdiction), and the age limit for young children to stay varies from jurisdiction to jurisdiction. The upper limit for a child to stay is six years (Victoria) and the lower limit is one year (Tasmania), but in each jurisdiction the chief executive has considerable discretion to act in the best interests of the baby or young child.

In Korea, mothers can keep their babies with them in prison for up to 18 months, while the specified limit in Indonesia and Vietnam is two years. In Brunei Darussalam and Thailand, the upper limit is three years. The age limit for children to stay with their mothers is not specified in Cambodia, but the regulations provide for a mother with a baby to receive an extra one half of the adult food ration.

In contrast to the nations mentioned above, New Zealand, as a matter of policy, does provide facilities for babies to stay with their mothers in prison. As an alternative, early release or temporary release may be granted to prisoner mothers, but if this is not practicable, arrangements are made for daily visits to the prison by the baby for breast-feeding in an appropriate setting. Arrangements will also be made where necessary for mothers to express their milk for delivery to the baby located elsewhere.

Similarly, in the Peoples Republic of China, the Prison Law provides that convicted female criminals who are pregnant or breast-feeding their children may not be taken into custody, and the Criminal Prosecution Law provides that such female offenders may serve their terms outside prison. Also, in Mongolia women prisoners who give birth are allowed home for 18 months to care for their babies and then return to prison.

Work Opportunities

The information provided to the conference suggests that there is a clear tendency for women prisoners to be offered work and vocational training which is restricted to domestic situations. For example, women prisoners in Vietnam may be offered work in tailoring, knitting, handicrafts, fine arts or weaving, and in Malaysia and Brunei Darussalam a similar range of work and training is offered. In Japan, however, in addition to the domestic-type work opportunities, training is also offered to women prisoners in fork lift driving and boiler operation. Also in Japan, training to obtain a license for care service for the elderly is very popular with women prisoners and is very useful in obtaining employment after release.

Education, Training and Treatment

As indicated above, there is a tendency in most nations in the region for women prisoners to be offered vocational training which has a domestic orientation and which is not necessarily geared to the needs of the outside labour market. This tendency is also seen in the offering of training in beauty treatment, hairdressing, cooking and secretarial skills. Many other nations, however, are making increasing efforts to expand the opportunities for women prisoners, within the limits of the cultural or traditional expectations of the nations involved.

As far as treatment is concerned, the evidence presented to the conference suggested that women prisoners require a much wider range of medical, psychological and psychiatric treatment than do male prisoners. These needs require a wide range of responses. In the federal system of Canada, for example, women prisoners are offered programs of living skills (cognitive skills, parenting, anger management, and leisure education), substance abuse programs, literacy and continuous learning programs and survivors of abuse and trauma programs, as well as access to mental health services, spirituality and religion, vocational and recreational activities.

It was reported from Australia, Canada and New Zealand, that women prisoners were increasingly being housed in self-care facilities in which they were responsible for their own cooking, cleaning and laundry requirements. Also, for indigenous offenders in these nations, holistic treatment based on healing lodges is provided.

The Staffing of Women's Prisons

In the clear majority of the nations in the Asia and Pacific region, a strict policy is pursued which requires women's prisons, or women's section of mixed prisons, to be staffed only by female officers. In a small number of nations, however, a policy of cross gender staffing has been developed which allows male officers to work in female prisons, and, conversely, female officers to work in male prisons. There are always, however, regulations which ensure that searching and the supervision of ablutions, is undertaken by same-sex officers.

It has been suggested that cross gender staffing of both male and female prisons has created an atmosphere which is closer to that found in the outside community and has resulted in generally improved behaviour and language of prisoners. Examples of cross gender staffing of prisons may be found in Australia and Canada.

Contact Between Male and Female Prisoners

The clear majority of nations in the Asia and Pacific region follow a policy of strict segregation of male and female prisoners. In Sri Lanka, for example, male and female prisoners are strictly separated and females under 22 years are separated from adult females. There are a few exceptions, however, where contact between male and female prisoners is permitted, and, sometimes, even encouraged. In the Australian Capital Territory and in Tasmania, for example, there is some contact between men and women in educational classes and also for special visiting. Special visits under supervision might be arranged, for example, in situations where a husband and wife are both in prison, either on remand or under sentence.

The delegates from Korea and Vietnam reported that conjugal visits, where wives are allowed to stay overnight with their husbands, are permitted as a privilege in their countries. Similar arrangements may be made for female prisoners. In Victoria, Australia, private family visits are permissible in most of the prisons in that state, and the federal system in Canada also provides for private family visits. However, none of the countries in the region allow extended private visits where both the husband and wife are prisoners.

Future Possibilities

The representative of UNAFEI, the United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders, made a general comment on the discussion of this agenda item. He pointed out that the 10th UN Congress held in Vienna earlier in 2000 included a workshop on females in the criminal justice system. This workshop discussed women in prison and referred to the perceived lack of programs for women, compared with men. The workshop considered women as offenders, women as victims and women as staff members. He suggested that in future there would be a more integrated approach to these three themes.

It is also likely in the future that, within the limits of cultural expectations, there will be greater efforts to provide women prisoners with vocational training and work opportunities that are more relevant to the outside market. Also, it is likely that even greater attention will be paid in the future to the principle of equal opportunity for both prisoners and staff. On the negative side, however, it seems to be inevitable, at least in the short term, that the numbers of women prisoners in most nations in the region will continue to increase at a faster rate than the number of male prisoners.

Agenda Item Three Community Involvement in Corrections

Introduction

Community involvement in corrections has been discussed at a number of previous conferences. There is now a wide recognition of the importance of community involvement, education and participation. As the Malaysian delegation pointed out, prisons are by definition a closed environment but "community involvement has a legitimate place in our

penal system." The feeling of the conference was well-expressed by Vietnam, who commented that the prison system should involve "separation not isolation."

The following nations formally addressed the issue of community involvement: Australia, Macau (China), Malaysia, New Zealand, Singapore, Thailand and Vietnam. Their papers prompted an interesting and wide ranging discussion amongst delegates.

Why Does Community Involvement Matter?

There are some obvious difficulties in furthering community involvement. Kiribati noted that members of the community tend to regard prisoners as "bad people" and that prisoners themselves may feel ashamed to be involved with the community while they are serving their sentences. However, the papers revealed three broad reasons for improving community involvement. First, offenders must be released into the community when their prison sentence has expired and community input is vital to improving the chances of their integration into society. As New Zealand pointed out, this is of particular significance in the case of socially disadvantaged groups such as Maori and Pacific Islanders. Secondly, an open relationship between the community and corrections is critical to increasing public awareness and understanding of the role of correctional services. This, in turn promotes greater accountability. Thirdly, volunteers and non-government organisations can be involved in the provision of valuable services to prisoners and ex-prisoners.

All participants at the conference recognised the importance of developing long-term strategies for engagement with the community. As Thailand pointed out, there is a danger that correctional services will otherwise be forced to respond to problems - some of which may have an international dimension - without adequate preparation or public understanding. In developing their long-term strategies, some nations build upon existing structures and philosophies. For example, China's Prison Laws require the mobilization of social forces to educate and reform criminals, and a wide range of state organisations are involved in this process. In Vietnam, all "Government authorities, the socio-economic organisations, armed forces units, offenders' relatives and other citizens have responsibilities to co-ordinate with the authorities of prison sentence enforcement." In Singapore, the notions of "active citizenship" and "every citizen matters" are promoted as part of the basic philosophy of society. This has benefits in terms of cultivating a longer term interest in the welfare of prisoners.

The conference speakers and papers identified the following specific strategies to achieve these general goals.

Independent Inspections

There was general acceptance that the accountability and transparency of prison systems can be enhanced by a process of independent review/inspection. In Vietnam, this role is taken on by the prosecution authorities, who "have responsibilities to ... ensure strict compliance with law and policies in prisons". In 1997, Thailand's National Assembly appointed a "Sub-Commission on the Study of Prison Conditions" which has recommended a number of important changes. Thailand also encourages Ministers, politicians, public servants, judges and others to visit correctional institutions.

A number of jurisdictions have a system Visiting Justices who have some degree of responsibility for inspecting prisons and listening to complaints by prisoners. This system operates, for example, in Australia, Brunei Darussalam, Hong Kong (China) and Malaysia. An important development in Western Australia has been the appointment of an Inspector of Custodial Services, (who attended the conference as an observer), this appointment is independent of correctional services and reports directly to Parliament. Similarly New South Wales has an Inspector General who is also independent of correctional services and reports directly to Parliament.

Public Participation through Committees and Boards

There are a number of avenues for public participation either in decision-making or in a consultative capacity. Parole systems exist in a number of jurisdictions and are being considered in a number of others (including China and Malaysia). Parole Boards can involve significant community participation through their independent membership. Community participation in parole decision-making can also add credibility to the process.

A number of jurisdictions have introduced advisory and consultative committees of various forms. In New South Wales (Australia), a Community Consultative Committee has been established at each prison. These committees aim to develop and foster links with the local community on a range of matters including the use of volunteers and prisoner participation in community-based programs. In the mid-1990's Canada established Citizen's Advisory Committees to build community links and to address public concerns with respect to prison security and prison management. These committees have proved so successful that they have received major national and international awards.

New Zealand has continued to work very hard to develop strategies to recognise the special relationship between indigenous peoples and land - especially when new prisons are to be constructed. Both government and private contractors must liaise closely with Maori groups in relation to the design and management of prisons and the delivery of programs.

Volunteers and Non-Government Organisations

All nations recognise that volunteers and non-Government organisations have an important role to play in the provision of prison-based programs and in assisting the prisoner's integration into society. Indeed, volunteers to have a pivotal role in service provision in many parts of the region. In Korea, around 4,000 volunteers are involved in an educational or religious capacity. In Japan, almost 2,000 people are specifically designated as "volunteer prison visitors" and many others are involved in a less formal way. In Thailand, "the use of volunteers is massive." Cambodia is seeking to expand the use of non-government organisations. In Tonga, religious organisations play a central role in counselling and assisting prisoners.

The reports reveal a wide range of activities undertaken by volunteers and voluntary organisations. These include education, counselling, work skills and religious support in prison; and advice and support upon release. All nations are seeking to expand the scope of such practices and to improve their effectiveness. They will remain a crucial addition to services provided by the state. However, as the New Zealand delegation pointed out, it is important to ensure that all external service providers meet appropriate standards and criteria for service delivery; in other words, there is a need for "quality control." Macau (China) has

also identified potential ethical and quality control issues in the provision of services by volunteers. It therefore insists on a degree of staff involvement or supervision and an evaluation system has been established.

There are further constraints on the use of volunteers in prisons. First, their personal safety and security must be maintained. Secondly, prison authorities must ensure that the volunteers do not pose a risk to the security of the institution.

The Singapore delegation raised a particularly interesting point with respect to volunteers; namely, that prison staff should themselves have a volunteer spirit. Even though staff are involved in the day to day management of prisoners, they can also engage in voluntary activities either in prisons or in the wider community.

Media and Public Relations Strategies

All of the delegates recognised the crucial importance of the media in promoting public knowledge and understanding. Indonesia expressed this by reference to a proverb : "If you don't know, you will never love." It was clear from the quality of the reports presented at the conference, and from the other publications which are now produced in most countries, that corrections departments are far more attuned to the need for effective public relations than in the past. In Japan, the Corrections Bureau now publishes "Public Relations Bulletins" for widespread distribution. Many of these are translated into English for the benefit of foreign visitors and observers. Thailand, like many other countries, has developed a "proactive policy" on public relations.

One of the difficulties in terms of public relations is that correctional issues are usually addressed by the media for negative reasons; for example, if there is an escape or a riot or if an ex-prisoner commits a serious offence. This tends to mean that correctional administrators are "on the back foot" in terms of media coverage. Singapore has therefore sought to foster a close relationship with the media. This has included offering "good stories" (such as reporters staying overnight in a prison) provided that the Department's objectives are also met. China has also invited media agencies into prisons in order to improve understanding and to reduce the discrimination suffered by ex-prisoners.

Technological innovations are increasingly important in many parts of the region, and there is an ever-expanding range of internet websites on correctional systems. Hong Kong (China) demonstrated the potential value of multi-media presentations at the conference. Several of the country papers contained reference to website addresses and it is anticipated that a future issue of the APCCA newsletter will collate these details. However, it is also clear that in many parts of the region, internet technology will not be a high priority until more basic prison management issues have been resolved, including the provision of hygienic modern facilities and health and welfare services.

Conferences and Public Debates

It is probably fair to say that in previous times, correctional administrators would tend to avoid public appearances. This has changed and across the region it is now accepted that prison administrators have an important role to play in terms of "public education." In Brunei Darussalam and Macau (China), for example, Prison Departments have organised talks to the local community and lectures to University students. Overall, the pattern across the region is

one of greater engagement in public debate and discussion. This has proved beneficial in improving public understanding of the complex task of prison management and in promoting greater transparency and accountability.

Family Involvement in Prison Activities and Programs

By its very nature, imprisonment means that inmates are segregated from their families. However, as discussed at the Shanghai Conference in 1999, links must be maintained between prisoners and their families. If these links are not maintained, the prospects for integration into the community are limited. Traditionally, prisoners have remained in contact through visits, letters and telephone calls. A number of jurisdictions identified some more innovative approaches. For example, in Korea, family members are invited to correctional institutions to participate, along with inmates, in sports games, religious activities and art exhibitions. In Tuvalu, a range of people participate in sporting games.

Although families will generally provide primary support for prisoners upon their release, there can often be underlying family problems. This is perhaps most obvious in cases where the prisoner was convicted of offence of violence to one of his or her own family members. A number of country papers recognised that these issues will need to be addressed by all family members prior to the person's release. New Zealand places special emphasis on the need for Maori people to be involved in the provision of culturally appropriate programs and support - and for the needs of the whole family to be addressed. Similar policies are well established in Canada and are starting to be developed in Australia.

Community Work by Offenders

The papers and conference discussion revealed that offenders are increasingly involved in work in the community. Community work can sometimes be a condition of a non-custodial sentence. It can also be undertaken in the course of a sentence of imprisonment. There are numerous examples of this. In Macau (China), juvenile detainees now undertake a large amount of community work. A number of Australian states have introduced work camps where prisoners stay and take part in activities such as tree planting and landscaping. Sri Lanka also has work camps. Fiji is intending to expand its programs for the early release of prisoners on condition that they undertake community work. In Japan and Korea, prisoners regularly undertake community work.

Conclusion

We have moved a long way from the perception that a prison should be an entirely closed environment. Instead, there is a clear acknowledgement that a greater degree of openness will contribute to effective and accountable prison management. Further, all nations are moving away from the notion that prisoners should simply be "isolated" and towards the policy of social integration/reintegration. In order to achieve these goals, a number of valuable strategies have already been adopted. In the years ahead, the challenge will be to enhance these strategies and to develop innovative new approaches. The internet will play a significant role but the involvement of people will remain the most important consideration.

Agenda Item Four Health Issues in Corrections

Introduction

Effective offender management requires the provision of adequate health and welfare services to prisoners. A failure to provide such services can jeopardise the safety and well-being of staff as well as prisoners. It can also lead to prisoner unrest and disorder. As the paper from China put it : "Whether a state has a legal guarantee of medical and health services to prisoners and whether various epidemic diseases can be controlled and treated in a prison ... (are) ... important indicators of prison civilisation".

It is not surprising, therefore, that health issues have been discussed as formal agenda items in at least six previous APCCA conferences. The country papers and discussion at this conference show that the topic is of continuing interest and importance. Australia, Brunei Darussalam, Canada, Hong Kong (China) and Tuvalu spoke formally to the topic and there were numerous important contributions from other participants.

The Prerequisites for Prison Health

Most of the conference papers focussed on questions relating to medical and mental health treatment. However, Vietnam stressed the importance of a proper diet. In addition, a safe water supply, a proper diet and a hygienic living environment are basic prerequisites. In some parts of the region, including Cambodia and Mongolia, it has not always proved possible to meet these fundamentals. Foreign assistance is still required to meet the basic needs of ordinary citizens as well as prisoners.

The representative from Tuvalu pointed out that health problems have sometimes arisen as a consequence of the poor physical state of prison buildings. Fortunately, a major renovation program is under way. Another basic requirement, mentioned by Brunei Darussalam and Tonga, is that of access to fresh air and exercise facilities.

Prison and Community Health Standards

All nations adopt the principle that "prisons should set up medical living and health regulations" (as stated in Article 54 of the Prisons Law of the People's Republic of China). The basic philosophy is that health services for prisoners should equate to those which are available to people in the wider community. However, while every nation agrees with this basic philosophy, it raises a number of practical difficulties. One of these was identified by Cambodia and Indonesia, who stated that there is a shortage of doctors and paramedics in the country as a whole. This makes it difficult to provide medical treatment in prisons.

The conference also discussed the possibility that prisoners may, on occasions, receive better medical services than ordinary citizens. For example, the Hong Kong (China) representative stated that prisoners can often obtain appointments with specialists more quickly than ordinary members of the public. Given the duty of care which prisons owe to their inmates, and the requirements of international standards for corrections, prison authorities should ensure prompt access to treatment. However, the representative from Thailand pointed out that it would be paradoxical if prisoners could access treatment which is beyond the means of

citizens in the wider community. This will always remain an issue and the extent of the problem will depend on general community health standards.

The representative for New South Wales (Australia) agreed that in terms of medical, psychological and psychiatric services, some inmates were better off in prison than when living in the community. He further suggested that there is a real danger of "over servicing" with some inmates. Canada agreed that a small number of prisoners tend to request or require a large range of services. However, they pointed out that these same people may also seek and require extensive medical intervention when living in the community. It is therefore hard to generalise about the possible problem of over servicing. This is an area in which further research would be of assistance.

Organisational Arrangements

There are a number of different models for the provision of medical services in the region. One model is that adopted in Japan, where there are ten specialised facilities; four prisons are designated as "medical prisons" and another six are given priority in the allocation of resources. The more common model is for medical services to be divided between all prisons, with specialist units and medical centres within those prisons.

One of the most interesting organisational questions is whether the provision of prison health services should be the responsibility of Government Health departments or of Corrections departments. Australia provides a particularly interesting case study on this question. There are, in fact, three models in operation. In Queensland, Victoria and Western Australia, responsibility lies with the Correctional authorities. In New South Wales, South Australia and the Australian Capital Territory, it is the responsibility of the Health authorities. In Tasmania, responsibility is shared between Corrections and Health.

The papers from across the region suggest that the provision of health care in prisons is generally regarded as the responsibility of Corrections Departments. However, some obvious questions arise as to the most appropriate arrangements in terms of both efficiency and accountability. Although Corrections Departments generally have formal responsibility for the provision of services, services may, in practice, be sub-contracted rather than performed by employees of Corrections Departments. This can make it difficult to track expenditure and ensure effective accountability.

Countries with a federal system of Government may face additional problems. In Canada, the most serious offenders fall under the authority of the Correctional Service of Canada, a federal body: however, health care is generally the responsibility of the provinces. In Australia, the Federal/Commonwealth government largely controls funds for public medical services, but the individual states and territories have responsibility for the incarceration of prisoners.

Infectious Diseases: Prisoner and Staff Safety

One of the core concerns of all correctional services is to control the spread of infectious and blood-borne diseases. By their very nature, prisons pose risks with regard to the spread of disease, especially if they are overcrowded. Further, as pointed out by Japan, many prisoners belong to high risk groups at the time of admission.

Discussion in the papers focused on three main areas of concern - Hepatitis C, tuberculosis (TB) and HIV/AIDS. The prevalence of such diseases varies across the region. TB was identified as a problem in Mongolia, China, Kiribati, Korea, Macau (China), Singapore and Thailand. As pointed out by New Zealand, some groups are at significantly higher risk of TB than others; Maori being six times more likely to have TB than Europeans, and Pacific Islanders ten times more likely. TB was not identified as a major issue, at present, in either Australia or Canada. However, both these countries identified Hepatitis C as the major health problem with respect to infectious diseases.

Most of the papers discussed the issues associated with HIV/AIDS. On the positive side, this does not appear to be a major problem in most parts of the region. Canada puts the prevalence of HIV at 2 per cent of the inmate population. In Australia, the figure appears to be less than 0.5 per cent. However, Malaysia reported that around 4.6 per cent of the total prison population is HIV positive. Whilst New Zealand does not face a major problem with the majority of inmates, Maori and Pacific Islanders tend to have a higher rate of infection.

Although HIV is not the most pressing health issue in prisons in the region, it has brought some important issues to the fore. In particular, the question arises as to whether HIV positive inmates should be segregated or held with the mainstream prison population. Practices differ across the region. In Brunei Darussalam and Malaysia, for example, the policy is one of separation due to concern about the possible spread of the disease through the sharing of needles or sexual activity. In Canada, Hong Kong (China) and Australia, the policy is for HIV positive prisoners to be housed with the mainstream population. In part, this policy reflects the need for confidentiality of medical records in those jurisdictions. A prisoner's HIV status is known only to medical personnel and, possibly, to senior managers.

This leads on to another point of discussion, highlighted by the representative from Thailand namely, the health and safety of prison staff as well as prisoners. The paper from China made a similar point. In those jurisdictions where there is no segregation of HIV prisoners, the focus has been on preventive education and "universal precaution"; for example, all prisoners are to be searched using appropriate precautions. Staff in all countries are given regular education in disease control and management and are provided with screening and tests as required.

Mental Health Services

Mental health issues are a matter of ongoing and growing concern in all parts of the region. One problem to which the Australian report drew attention is that community supports tend to be adequate for psychiatric conditions, but are often lacking for other conditions such as personality disorders and attention deficit disorder : "the relative paucity of services for these conditions in the general community is a barrier to their effective management both within the prison system and after release."

The delegation from Hong Kong (China) addressed these problems in some detail, outlining the facilities which currently exist. An interesting development has been the establishment of special "Rehabilitation Units" within existing prisons for those prisoners who experience mental health problems but who do not require placement in a specialist psychiatric centre.

Clearly, mental health issues will continue to be a matter of great concern to prison administrators and there was clear agreement at the conference that this is an area in which

further research, evaluation and service provision will be required. It was also clearly acknowledged that this is an area in which an integrated approach is required and that it is essential that appropriate supports are in place for prisoners upon release. If they are not, the danger is that ex-prisoners will commit further offences and return to prison; and that prisons will become "warehouses" for people with mental problems.

Managing Drug Offenders

A large number of the country papers drew attention to the medical difficulties associated with the management of drug offenders in prison. This is a large topic in its own right but some key themes can be briefly noted.

First, there are different views about the use of "substitute drugs" such as Methadone for heroin addicts. In some jurisdictions, including parts of Australia, methadone is used, and Canada is conducting a pilot Methadone program. Hong Kong (China) does not follow such programs but focuses on the treatment of symptoms of withdrawal and a policy of abstinence from drug use. Singapore appears to have gone further than other jurisdictions in the use of Naltrexone. Rather than being a "substitute drug", Naltrexone blocks receptor sites in the brain, reducing cravings for heroin. Naltrexone trials are also being conducted in Western Australia.

Secondly, a harm reduction strategy is pursued, within limits. It does not appear that any of the jurisdictions has a needle exchange program in prisons, as public and political opinion is unlikely to accept such a development. However, bleach is, in practice, available in a number of countries (including Australia, Canada and New Zealand) to permit some cleaning of needles.

Thirdly, there is an increasing focus on the provision of counselling programs for substance abuse. These programs may well need to address the use and abuse of legal substances such as alcohol as well as illegal drugs.

Smoking Policies

Smoking is generally identified as a health risk. However, prisons have traditionally allowed smoking; indeed, tobacco has historically been an item of prison "currency". The Conference Chairman noted that an attempt to establish a smoke-free prison in Queensland had been a failure; within a short time of opening, the prison had witnessed a serious disturbance - one of the underlying factors being that smoking was not allowed. However, a representative of Singapore stated that smoke-free prisons had operated there for several years.

Conclusion

The issues of inmate and staff health are inter-related and fundamental to effective and safe prison management. Correctional Services owe a duty of care to both parties and as prison systems develop during the first part of this century, health-related problems are likely to become increasingly complex. Clearly, there are no easy solutions to such problems and this summary has identified a number of areas in which practices diverge across the region. However, there is a clear and universal commitment to health issues and all nations can learn

from developments elsewhere, including evaluations of new mental health or drug treatment strategies.

Conference Business

Two sessions of the conference were devoted to APCCA business. These were held on Tuesday, 7 November and Friday, 10 November. The APCCA Advisory Committee also met on two occasions, Sunday, 5 November and Thursday, 9 November. A report of the first of these meetings is included as Appendix E. The second meeting was mainly devoted to a consideration of suggested agenda items for the 21st APCCA, the results of which are recorded below.

Classification Workshop

As requested at the 19th APCCA in Shanghai, a special workshop on the classification of prisoners was conducted by Luke Grant, Director, Inmate Classification and Programs of the NSW Department of Corrective Services. Participation in this workshop was on a voluntary basis, but virtually all delegates chose to attend and many contributed to the discussion. Luke Grant, in his opening address to the workshop, outlined the historical and philosophical basis of classification and raised two basic questions for discussion. The questions were:

1. Is there a need for a separate classification system for female inmates, and
2. Is there a case for community involvement in classification?

There was general agreement that it was desirable for a separate classification system to be developed for female inmates as it was likely that the application of a single system to both men and women would result in the over-classification of females. The issue of community involvement was seen as more problematic, however, particularly with regard to victims, but there was a positive role for representatives of the community to play in case conferences and consultative committees.

The success of this workshop was seen as indicating the direction that future APCCA meetings may develop.

Preparation of the Conference Report

The arrangements for the preparation and distribution of the conference report were outlined at the business sessions of the conference as well as at the first meeting of the Advisory Committee. A draft report, which did not include details of the conference business and closing ceremony, was circulated to delegates at the beginning of the final business session with an invitation for suggested amendments to be submitted to the APCCA Coordinator in writing within the next two or three weeks.

It was noted that the final report of the conference would be printed and circulated by the New South Wales hosts early in 2001. (It is customary for six copies of the final report to 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 final report to

be forwarded to nations and territories who have been unable to attend the conference, and 20 copies are allocated to the APCCA Coordinator for distribution to relevant libraries and institutions.)

Hosts for Future Conferences

This subject was discussed at the first of the meetings of the APCCA Advisory Committee and, at that time, there had been no identification of a host for 2001 or later, apart from Singapore in 2004.

At the first full conference business session, however, Thailand offered to be the host for 2001. This offer was greeted by enthusiastic acclamation of all delegates. The Thai delegate also invited Professor David Biles and Mr Neil Morgan to assist, and this invitation was accepted. He then sought views on the preferred location in Thailand and a clear preference for Chiang Mai was expressed.

The delegate from Indonesia then offered to host the 22nd APCCA in Bali in 2002 and he pointed out that Bali had not been subjected to the problems that had occurred in recent years in other parts of Indonesia. This offer was also warmly accepted with the acclamation of the full conference.

The offer by Singapore to be the host in 2004 was confirmed, and it was also agreed that in the case of emergencies, nations with an appropriate infrastructure should be prepared to step in and accept the responsibility of hosting at short notice. The hope was expressed, however, that this would not be necessary.

Agenda items for the 21st 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 discussed at the 21st APCCA. A total of 15 suggestions was received, as indicated in the following list:

AUSTRALIA

1. Foreign Prisoners and International Transfer
2. Prison Discipline and Grievance Procedures

BRUNEI DARUSSALAM

3. The Treatment of Drug Offenders

CANADA

4. Indigenous/Aboriginal Offenders and Prisoners
5. The Management of Gangs and Triads in Correctional Institutions

CHINA

6. The Administration, Correction and Treatment of Drug Affected Offenders

NEW ZEALAND

7. Correctional Through-care: the Integration of Custodial and Community Treatment

THAILAND

8. The Management of Foreign Prisoners

HONG KONG (CHINA)

9. IT Applications in Corrections
10. Management by Performance Indicators
11. Restorative Justice
12. Outsourcing
13. The Management of Young Offenders
14. The Provision of Psychological Services
15. Mixed Gender Management

The second meeting of the Advisory Committee considered this list and noted that there was considerable overlap between many of the suggestions. After careful consideration, the Advisory Committee recommended (and the full conference later accepted) that the following items comprise the agenda for the 21st APCCA:

1. National Report on Contemporary Issues in Corrections

This would follow the practice established in recent years and all nations would be expected to make presentations.

For agenda items 2, 3 and 4, while all nations are asked to prepare written reports, presentation at the conference will only be expected from six or seven nations in order to allow more time for discussion and an exchange of views.

2. Foreign Prisoners and International Transfers

This agenda item will include a consideration of the management issues posed by the presence of foreigners in any prison population. These issues may include dietary requirements, language difficulties, religious practices, health and hygiene considerations and cultural isolation. The severity of these matters as management problems will depend, of course, on the extent of the difference between the nation in which the foreigner is imprisoned and his or her home nation. For some foreign prisoners, transfer back to his or her home nation for humanitarian reasons may be a viable option, but there may be significant political, administrative and economic difficulties with this option.

3. Drug Offenders - Psychological and Other Treatment

The selection of this agenda item was intended to provide an opportunity for consideration of the increasingly significant problem throughout the Asia and Pacific region, of dealing with drug offenders. It will also provide an opportunity for consideration of the role of psychologists in corrections, with particular regard to what they have to offer to the treatment

of drug offenders. Other forms of treatment for drug offenders may also be included, as well as other aspects of the work of correctional psychologists.

4. The Management of Special Groups of Offenders

This agenda item will allow for the consideration of the needs of minority groups in prison, such as the young, or the elderly, or members of gangs or triads. The scope of this item is not to include foreign prisoners, however, as their needs will have been considered under Agenda Item 2. Also, the needs of women prisoners are not intended to be included as that topic was considered in detail at the 20th APCCA in 2000. Other minorities that might be included, however, could include those needing protection, dangerous or recalcitrant prisoners, and the intellectually or physically disabled.

It was also suggested by the Advisory Committee (and later accepted by the full conference) that the organisers of the 21st APCCA may consider making provision for two workshops, or small discussion groups, dealing with:

1. Indigenous Offenders and Restorative Justice, and
2. Correctional Through-care: the Integration of Custodial and Community Treatment.

It is possible that representatives of nations other than the host nation may be invited to take the lead in the presentation of these workshops.

Working Group to Consider APCCA Future Management

After informal discussions over the period of the conference, the final business session received a proposal for the establishment of a Working Group on APCCA Support Services.

APCCA members resolved that a Working Group be formed to review the work of the APCCA Coordinator and to make appropriate recommendations for steps to be taken in order to ensure that the support services for the APCCA can be sustained beyond the 2001 annual conference after the retirement of the current APCCA Coordinator.

Mr Benny NG from Hong Kong (China) was appointed to form and head the Working Group. It was proposed that the working group comprise from six to eight APCCA members including representatives of Singapore (sponsoring host of the Working Group meetings) and Thailand (the 21st Conference Host), with other nations offering themselves as members, and, if necessary, the Chair inviting other nations to nominate representatives.

It is proposed that Terms of reference, a Schedule of Work and a Conceptual Paper will be developed for the working group. The Conceptual Paper is to be considered at a meeting of the working group, scheduled for June 2001, which is to be held in Singapore. A report arising from that meeting is to be considered at the 21st APCCA in Chiang Mai, that report being circulated to all participants for consideration prior to the 2001 Conference.

New Structure for APCCA Advisory Committee

The Conference chair, Dr Keliher, proposed the following model for the Advisory Committee to be considered by APCCA participants:

- The Advisory Committee Chair will be the current year's host;
- Permanent Membership should reside with the Peoples Republic of China, Indonesia, Canada and Japan (subject to confirmation);
- Previous Host Membership comprising the past 5 host nations;
- Rotating membership comprising 3 reverse alphabetically chosen nations based on attendance;
- The APCCA Coordinator to be an ex-officio member.

This proposal was accepted by the meeting.

APCCA Newsletter

It was reported that China, with the assistance of Hong Kong (China), had produced two high-quality issues of the APCCA Newsletter in the previous twelve months, and the New South Wales had agreed to accept this responsibility for the coming twelve months.

APCCA Internet Web Site

The APCCA Coordinator reported that the web site was operating satisfactorily, under contract by the Australian Institute of Criminology. The address for the site is: www.apcca.org and it currently being visited by more than 1000 visitors each month. An effort is made to keep the site interesting, by including, for example, each newsletter after it published. The full report of each conference is also published on the site.

The APCCA Coordinator expressed the view the site would become even more valuable and interesting if more of the national discussion papers were published there. These papers, which are circulated at each conference, will only be published on the site if the nations which prepared them gave their specific approval, as some nations may regard them as confidential. At present a small number of nations have given this approval.

Appendix B Program - 20th APCCA 5 November - 11 November 2000 - Sydney Australia

Sunday 5 November 2000

- | | |
|-------------|---|
| 1400 - 1600 | Registration of Delegates, Carlton Lounge area, First Floor, Carlton Crest Hotel, Sydney |
| 1500 | Advisory Committee meeting - Kirribilli Point Room, Lower Ground Floor, Carlton Crest Hotel, Sydney |
| 1700 - 1930 | Official Welcome by Dr Leo Keliher, Commissioner, NSW Department of Corrective Services, followed by Cocktails, Rooftop Terrace, Level 8, Carlton Crest Hotel, Sydney |

Dress: Smart Casual

Monday 6 November

- 0845 - 0900 Seating in preparation for Opening Ceremony
- 0900 Opening Ceremony - Welcome by the Conference Chair - Dr Leo Keliher
Address by the Minister for Corrective Services, The Hon Bob Debus
The Welcoming of the APCCA traditional symbols - Dr Leo Keliher
Bennelong Point Room, First Floor, Carlton Crest Hotel, Sydney
- 0930 Official photographs - Front steps of the Carlton Crest Hotel, Sydney
- 0945 Morning Tea - Carlton Lounge area, First Floor, Carlton Crest Hotel, Sydney
- 1015 - 1030 Introduction of Conference Business - Professor David Biles
- 1030 - 1215 Conference Business - Agenda Item 1, National Report on Contemporary Issues in Corrections; Bennelong Point Room, First Floor, Carlton Crest Hotel, Sydney
- 1215 - 1235 Sponsor Address - Abakus - Elmotech
- 1235 - 1315 Lunch - Carlton Lounge area, First Floor, Carlton Crest Hotel, Sydney
- 1315 - 1500 Conference Business - Agenda Item 1 continued and Agenda Item 2, Women Prisoners; Bennelong Point Room, First Floor, Carlton Crest Hotel, Sydney
- 1500 Afternoon Tea - Carlton Lounge area, First Floor, Carlton Crest Hotel, Sydney
- 1530 - 1700 Conference Business - Agenda Item 2 continued; Bennelong Point Room, First Floor, Carlton Crest Hotel Sydney
- Dress: Business suit & tie - equivalent dress for females

Evening Monday 6 November 2000

- 1800 Depart from the front steps of the Carlton Crest Hotel Sydney for a Harbour Cruise Dinner on the Bounty leaving from The Rocks, Sydney Harbour - 85 persons capacity - Remainder - Dinner, Doyles Restaurant, The Rocks, Sydney
- 2200 Return to Carlton Crest Hotel, Sydney
- Dress: Casual
(For those attending the Bounty function - rubber sole shoes, and for females - no high heels)

Tuesday 7 November

- 0830 - 0900 APCCA Business session
- 0900 - 1030 Conference Business - Agenda Item 3, Community Involvement in Corrections; Bennelong Point Room, Carlton Crest Hotel, Sydney

- 1030 Morning Tea - Carlton Lounge area, first floor, Carlton Crest Hotel Sydney
- 1100 - 1240 Conference Business - Agenda Item 3, continued
- 1240 - 1300 Sponsor Address - Chubb - UK
- 1300 - 1330 Lunch - Carlton Lounge area, first floor, Carlton Crest Hotel, Sydney
- 1330 - 1520 Conference Business - Agenda Item 4, Health Issues in Corrections
- 1520 - 1550 Afternoon Tea - The running of the Melbourne Cup will be televised during afternoon tea, Carlton Lounge area, first floor, Carlton Crest Hotel, Sydney
- 1550 - 1730 Conference Business - Agenda Item 4, continued
- Dress: Business suit & tie - equivalent dress for females

Evening Tuesday 7 November 2000

- 1830 Depart from the front steps of the Carlton Crest Hotel for Dinner at the WatersEdge Restaurant, Walsh Bay, Sydney - Sponsored by NSW Corrective Services Industries
- 2300 Return to Carlton Crest Hotel, Sydney
- Dress: Smart Casual

Wednesday 8 November

- 0830 Depart from the front steps of the Carlton Crest Hotel for a Tour of Berrima Correctional Centre, South West of Sydney
- 1000 Visit Berrima Correctional Centre to include Morning Tea
- 1145 Depart Berrima Correctional Centre for lunch at Bowral
- 1200 Lunch at Milton Park Guest House - Bowral, South West of Sydney
- 1430 Depart for the Carlton Crest Hotel
- Dress: Smart Casual - comfortable shoes, hat & sun glasses

Evening Wednesday 8 November 2000

- 1745 Depart from the front steps of the Carlton Crest Hotel for a Reception at the Northern Territory Tourist Bureau, Darling Harbour, hosted by Northern Territory Corrections.
- 2000 For those who wish to do so, a bus will be available to depart Darling Harbour for the Star City Casino; the rest of the evening is free - A bus will be made available for those who wish to return to the Carlton Crest Hotel.
- Dress: Business Attire

Thursday 9 November

- 0830 Depart from the front steps of the Carlton Crest Hotel for a Tour of the Olympic complex at Homebush Bay (if possible)
- 1000 Visit Newington House, Silverwater Correctional Complex to include Morning tea
- 1115 Depart Silverwater Correctional Complex for Emu Plains Women's Correctional Centre, Western Sydney
- 1200 Tour Emu Plains Women's Correctional Centre, to include Lunch
- 1400 Depart Emu Plains for the Carlton Crest Hotel, Sydney
- 1600 -1630 Advisory Committee Meeting - if required, Kirribilli Point Room
- Dress: Smart Casual - comfortable shoes, hat & sun glasses

Evening Thursday 9 November

- 1715 Depart from the front steps of the Carlton Crest for Dinner and a Night Zoo Tour at Taronga Zoo, Mosman
- 2300 Depart Taronga Zoo for the Carlton Crest Hotel
- Dress: Smart Casual

Friday 10 November

- 0830 Advisory Committee Meeting - Kirribilli Point Room, Carlton Crest Hotel, Sydney
- 0930 Depart from the front steps of the Carlton Crest Hotel, Sydney for a bus Tour of City/Harbour/Bondi Beach to include Long Bay Correctional Complex, Malabar and Boom Gate Gallery
- 1200 Light Lunch at Long Bay Complex
- 1300 Depart Long Bay Complex for the Carlton Crest Hotel, Sydney
- 1400 - 1530 Workshop on Classification of Prisoners, Bennelong Point Room Carlton Crest Hotel, Sydney
- 1530 - 1700 Conference Business - Closing Ceremony, Bennelong Point Room Carlton Crest Hotel Sydney
- Dress: Smart Casual - comfortable shoes, hat and sun glasses

Evening Friday 10 November 2000

- 1900 Conference Dinner - Carlton Ballroom, First Floor, Carlton Crest Hotel Followed by drinks and a chat in the piano bar area, First Floor, Carlton Crest Hotel
- Dress: National Dress or Business suit & tie - equivalent dress for females

Saturday 11 November

0800 Commence transfers to the Airport

Spouses Program - 20th APCCA

Sunday 5 November

1700 - Official Welcome - Cocktails, Rooftop Terrace, Carlton Crest Hotel, Sydney - the
1930 rest of the evening is free

Monday 6 November

0915 Depart Carlton Crest Hotel by bus to the Blue Mountains, West of Sydney for
sight seeing and lunch - venue tba.

1400 Depart Blue Mountains for return to Carlton Crest Hotel

Evening Monday 6 November

1800 Depart from the front steps of the Carlton Crest Hotel Sydney for a Harbour
Cruise on the Bounty, Hickson Rd, The Rocks, Sydney Harbour, 85 persons
capacity - Remainder - Dinner, The Rocks, Sydney

2300 Return to Carlton Crest Hotel, Sydney

Tuesday 7 November

0930 Depart from the front steps of the Carlton Crest Hotel by bus for a Sydney
Shopping Tour to include lunch - venue tba

1500 Return Carlton Crest Hotel for the running of the Melbourne Cup Horse Race and
afternoon tea

Evening Tuesday 7 November

1830 Depart from the front steps of the Carlton Crest Hotel for dinner at the
WatersEdge Restaurant, Walsh Bay, Sydney

2400 Return to Carlton Crest Hotel, Sydney

Wednesday 8 November

0800 Depart from the front steps of the Carlton Crest Hotel for Berrima Correctional
Centre, South West of Sydney.

1000 Visit local craft shops Berrima township and morning tea

1200 Lunch at Milton Park - Bowral with Delegates

Evening Wednesday 8 November

1745 Depart from the front steps of the Carlton Crest Hotel for a Reception at the Northern Territory Tourist Bureau, Darling Harbour, hosted by Northern Territory Corrections

2000 Depart Darling Harbour for the Star City Casino (for those who wish to attend) or depart for the Carlton Crest Hotel, Sydney - the rest of the evening is free.

Thursday 9 November

0830 Depart from the front steps of the Carlton Crest Hotel for a Tour of the Olympic complex (if possible)

1000 Visit Newington House, Silverwater Correctional Complex to include Morning tea

1115 Depart Silverwater for Emu Plains Correctional Centre

1200 Tour Emu Plains Women's Correctional Centre to include Lunch

1400 Depart Emu Plains for the Carlton Crest Hotel, Sydney

Evening Thursday 9 November

1745 Depart from the front steps of the Carlton Crest for dinner and Night Zoo Tour at Taronga Zoo Mosman

2300 Depart Taronga Zoo for the Carlton Crest Hotel

Friday 10 November

0930 Depart from the front steps of the Carlton Crest Hotel, Sydney for a bus Tour of City/Harbour/Bondi Beach to include Long Bay Correctional Centre Complex, Malabar and Boom Gate Gallery

1200 Light Lunch at Long Bay Complex

1300 Depart Long Bay Complex for the Carlton Crest Hotel, Sydney -free time whilst conference business concludes

Evening Friday 10 November

1900 Conference Dinner - Carlton Ballroom, First Floor, Carlton Crest Hotel followed by drinks and a chat in the piano bar area First Floor, Carlton Crest Hotel.

**Appendix C
Discussion Guide**

This Discussion Guide has been prepared in order to assist the preparation of background papers for the 20th Asian and Pacific Conference of Correctional Administrators which is scheduled to be held in Sydney, Australia, 5-10 November 2000. (The abbreviated title of the conference is: 20th APCCA, Sydney.)

The APCCA held its first meeting in 1980 and its most recent meeting was in October 1999 in Shanghai, China. Most meetings of APCCA are attended by senior correctional officials and observers from 20 or more nations in the region. They represent nearly one half of the total population of the world.

Between 1980 and 1999 the APCCA has developed a number of traditions, one of which is that conference delegates prepare papers on each of the substantive agenda items selected for discussion. The papers are generally used as a basis for the presentations to the conference (even though it is not customary for them to be read in full), and they have also been used to assist with the training of senior correctional staff in some nations in the region. Some of the national discussion papers are also published on the APCCA Internet web site when specific approval has been given.

At the 16th APCCA in New Zealand in 1996 it was agreed that there would be a slight change in the format of the conference in the following year in order to provide more time for discussion and the exchange of views. Specifically, it was agreed that the first agenda item should be a national report from each delegation covering any matters of current interest in each nation or territory. All delegations would be expected to produce a written report and also to address the conference for up to 10 minutes on their reports.

Three other conference agenda items would also be specified and, while all delegations would be asked (if appropriate) to prepare papers on each of these items, they would be asked to formally address the conference on only one of these three items. Thus all delegations will be given two opportunities to make formal presentations to the conference, and all will have adequate time to ask questions and enter into discussions. This format was followed at the 17th APCCA in Malaysia, the 18th APCCA in Canada and the 19th APCCA in China and met with the general approval of the delegates.

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

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

As indicated in previous Discussion Guides, the papers themselves need not be very long, the actual length being entirely a matter for individual delegates to decide, but it is common for papers from each nation to include an introductory statement which presents the basic facts about the relevant correctional system. This might include information on the numbers of prisoners, prisons and staff, and also describe any recent changes in general policy or practice.

(In order to facilitate the copying of papers for distribution it is suggested that if possible they be prepared on plain paper approximately the same size as this Discussion Guide and are received by the host on the specified date before the conference opens.)

At the 19th APCCA in Shanghai, China, the delegates proposed a large number of possible agenda items for the next conference in Sydney, Australia. The list of suggested items was initially considered by the APCCA Advisory Committee and later considered by the full assembly of conference delegates. The full conference finally approved the four agenda items which are outlined in the following pages.

It was also decided at the 19th APCCA that the Sydney conference would include an additional subject, the Classification of Prisons and Prisons. This was requested by China and will take the form of a workshop to be held on the afternoon of Thursday 9 November. Participation in this workshop will be optional and national papers are not expected for this topic.

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

1. National Report on Contemporary Issues in Corrections

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

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

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

It would also be appropriate if national reports prepared for this agenda item referred to any new or proposed legislation which has had, or may have in the future, an impact on the size

of prison populations. Legislation abolishing the granting of remissions to prisoners for good conduct and industry, for example, has in some jurisdictions had a major impact on the total number of prisoners, but this has not always been the case. It would be of interest to know if legislation of this type was seen as reflecting the attitudes of the general public who may be demanding that offenders must be seen to be severely punished. Any other legislative changes or proposals, such as proposals for treaties facilitating the international transfer of prisoners, whether or not they are likely to have a significant impact on the the total number of prisoners, might also be outlined in the national reports.

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

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

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

2. Women Prisoners

Issues associated with the management of women prisoners have been discussed at two earlier conferences in the series. In 1985 in Fiji the subject 'Facilities and Programs for Female Offenders, including those Inmates with Children' was discussed, and in 1996 in New Zealand one of the agenda items was 'Special Issues Relating to the Management of Female Offenders'. The fact that the majority of delegates to the 19th APCCA in Shanghai in 1999 wanted further consideration of this topic suggests that there is still some concern in at least some nations about the policy and practice relating to women prisoners and their treatment.

(It is relevant to note that the conference program will include a visit to a minimum security women's prison farm, Emu Plains, on Thursday 9 November.)

In every nation in Asia and the Pacific, and also in the rest of the world, the proportion of all prisoners who are female is very small, even though that proportion varies considerably between nations. In Asia and the Pacific the proportion varies between about 12 per cent in Hong Kong, China, and less than one per cent in some of the small Pacific island nations. In Australia the proportion of prisoners who are female has increased over the past 20 years from approximately 2.5 per cent to approximately 6 per cent, while for the Asia and Pacific region as a whole that proportion has remained relatively constant at around 4.5 per cent.

The very fact that women prisoners always constitute a small minority of the total may result in them being perceived, or perceiving themselves, as having a lower priority in the provision of services and programs than their male counterparts. This perception may be exacerbated by the fact that a smaller range of vocational and recreational activities are generally available to women prisoners than men prisoners. Furthermore, in some jurisdictions, the activities provided for them are of a traditional nature and focus almost entirely on house-keeping duties, with perhaps some basic training in secretarial work.

In some very small prison systems, the one or two women prisoners in the system may be held in virtual solitary confinement even though they have not committed disciplinary offences which would justify such secondary punishment. Similarly, where the numbers are small no attempt is made to classify women prisoners as requiring maximum, medium or minimum security, and it is often the case that there is no segregation of sentenced women prisoners and unconvicted women prisoners remanded in custody while awaiting trial or sentence. Even in relatively large prison systems, the smaller number of women prisoners can have the effect of restricting the choice of institutions for them with the result that they are less likely than men prisoners to be placed in prisons close to their homes.

In addition to the problems caused for women prisoners by their small numbers, it is increasingly being recognised that many of them have special problems and needs in relation to health. For example, issues related to pregnancy, childbirth, contraception, menstruation, lesbian relationships, and hormone replacement therapy are rarely discussed at meetings of prison administrators and may therefore be neglected. A high proportion of women prisoners are incarcerated for offences relating to illegal drugs, and many of these have addiction problems which need treatment. It is also now being recognised that many women prisoners have themselves been the victims of physical or sexual abuse in their early lives and may therefore be in particular need of expert counselling and support.

The situation of women prisoners who are pregnant at the time of their admission to prison, or who have very young babies at that time, may pose particular problems for correctional administrators. Pregnant women may have special dietary needs, as well as a need to practise antenatal exercises. They may also need counselling and emotional support to help them cope with the unusual situation of being in prison and expecting a baby without the normal support of a partner and other family members. It is common practice for the delivery of babies to women prisoners to take place in normal public hospitals in order to avoid the possible stigma of having a prison named as the place of birth on the birth certificate, and also to ensure that adequate obstetric services are available.

Once a baby is born to a prisoner mother, it is common in most nations for the mother to be allowed to care for the baby in prison. There is no agreement, however, on the question of how long the baby may be allowed to stay. In some jurisdictions babies may stay with their mothers in prison only until they are twelve months old, at which time they must be removed to a foster home or to another family member in the community. In other jurisdictions babies are allowed to stay until they are three years old, or perhaps even longer, but this is seen by some child-rearing experts as not in the best interests of the child as he or she at that age would be fully aware of the abnormal nature of the situation. Also, little children in prison environments run the risk of learning unacceptable language and habits from both the prisoners and the prison officers. It can be seen that it is not easy to establish a policy on this subject which is in the best interests of all of the parties.

Other aspects of this subject that may be discussed at the conference include the desirability or otherwise of women's prisons having some male as well as female prison officers in order to provide role models and also to create some degree of normalcy in an otherwise all-female environment. At an even more radical level, consideration may also be given to the desirability of allowing female and male prisoners to have some social contact under supervision, perhaps at meal times or in recreational periods. In this regard, it is noted that there are some 'co-ed' prisons in Australia in which some degree of contact between male and female prisoners is encouraged. Finally, the basic challenge on this topic for prison administrators is to turn the relatively small numbers of women prisoners into an advantage rather than a disadvantage as far as their treatment is concerned.

3. Community Involvement in Corrections

The general topic of community involvement in corrections has been discussed at at least four of the previous conferences, the most recent being in New Zealand in 1996, even though the precise words used to define the agenda items have been slightly different on each occasion. It has been suggested that on this occasion the discussion should include a consideration of the public education role of prison administrators and the broader issue of media support for correctional work. Furthermore, it has also been suggested that the issue of communication and coordination between agencies, that was discussed briefly at the 19th APCCA in Shanghai, could be considered in greater detail at this conference.

There are many different ways in which members of the general community can be encouraged to become involved in the positive aspects of correctional work. Suitably mature adults in some countries can become volunteer probation officers, as is the case in Japan. In many other nations volunteers work in the prisons assisting with education, recreation and sporting programs. Official prison visitors have been appointed in a number of jurisdictions with the authority to inspect facilities and also to hear prisoners' complaints and grievances. In all of these areas, the work of unpaid members of the community is used to supplement the work of professional staff, but a challenge for correctional administrators is to ensure that the volunteers feel that their work is appreciated while conforming with the rules and regulations that apply to all correctional work. The formation of associations, or clubs, of volunteers which conduct social and training functions, seems to be a useful mechanism for ensuring this result.

A significant problem in this area is the fact that in many nations newspapers, radio and television interest in correctional work seems to be almost exclusively focussed on negative stories. Thus, the public is much more likely to learn about prison escapes, riots and fires than they are about the positive work involved with treatment, training or rehabilitation. Consideration is needed of the mechanisms or approaches that may be explored by correctional administrators in order to encourage the media to present a more balanced picture of the reality of correctional work. These mechanisms might include inviting journalists and other media representatives on conducted tours of prisons, as well as the periodical issue of newsletters and press releases when incidents of public interest occur.

In addition, all correctional administrators, including senior staff working in institutions, can as a matter of policy be encouraged accept all invitations to give talks and lectures about their work to schools, universities, and any interested community groups. Open days, in which invited guests visit prisons for social or sporting gatherings, can also be arranged occasionally. In some situations it has been possible for groups of prisoners to work under

supervision in the community creating and maintaining civic amenities, such as municipal parks and gardens. These approaches are generally greatly appreciated by the public and should also have the desirable effect of making prisons seem less secretive and mysterious to the general public. Some of these activities may also be the starting point for encouraging volunteer assistance.

The issue of communication and coordination between agencies involved with various aspects of correctional work, is one to be addressed by professionals rather than volunteers, even though it may be the case that some of the agencies may make wide use of volunteers. The central problem here is one of relatively recent origin as it is only in the past one or two decades that specialised agencies dealing with drug addiction, alcoholism, mental health problems, post release employment, family counselling, and numerous other areas of concern, have become actively involved with both custodial and non-custodial correctional work.

In some nations, the specialised agencies are commercial organisations and do their work on a fee-for-service basis, but even if they are government agencies they are likely to have priorities and styles of working which are not identical to those of the central corrections department. If effective communication and coordination between these agencies and the corrections administration is to be achieved it would seem to be essential for a significant level of mutual respect and trust to be established and maintained. Carefully negotiated arrangements for working together and frequent meetings to resolve differences would appear to be the basic ingredients needed for success. Delegates to the conference would no doubt be interested to hear specific details of these types of arrangements.

4. Health Issues In Corrections

This subject has been on the agenda of several previous conferences, the most recent being in Japan in 1995, but is clearly of continuing interest. Some of the issues to be discussed are: whether prison health services should be at the same level as are available in the community; who should provide those services; what infectious diseases are prevalent in prisons and what can be done to keep them to a minimum; how are drug offenders treated in prisons; and, why are there apparent differences in the incidence of suicides in different prison systems? Many other issues could be added to this list, including those relating to women prisoners discussed earlier.

The provision of health or medical services to prisoners is of great importance to the management of prisons as unsatisfactory service in this area can be a cause of unrest leading to riots or other consequences such as suicides and deaths from other causes. A central question to be considered is whether prisoners should receive medical services and treatment equivalent or less than those available to citizens in the outside community. In other words, should the 'principle of less eligibility', apply to prison medical services? The general consensus at previous APCCA meetings was that the principle should not apply and that prisoners should receive medical care which is at least equivalent to that available to members of the community. For some nations, however, this is an objective rather than an achievement as they do not have sufficient resources to reach that goal.

While the majority of correctional administrators would accept the goal of providing medical treatment equivalent to that available in the community, the movement towards tightening government expenditure in recent years has led to reduced prisons budgets and the need to

trim all correctional services. One consequence of this has led some nations, such as Canada, to introduce an approach to prison medical care which requires prisoners to take a more responsible and constructive role in maintaining their own health. This means that instead of supplying all medical services on demand, prisoners with minor ailments would be required to purchase non-prescription medication, such as aspirin, from the prison canteen using their own resources.

A possible model for the delivery of medical services is for these services to be provided under contract by private companies. This model is being used in some Australian jurisdictions, but it is not common in other Asia and Pacific nations. A wider debate is on the question of whether medical staff should be employed by the corrections agencies or whether they should be 'seconded', or temporarily transferred, from the government general health services or public hospitals. Examples of both approaches can be found in the region. There has also been discussion about the extent to which it is efficient and safe for prison health services to be integrated with community health services.

In the People's Republic of China, for example, the Prison Law stipulates that prisoners 'medical and health [services] shall be placed in the local medical and epidemic prevention programs where the prisons are located'. In some other systems, prison health services are a part of the corrections system itself rather than the general health system. Japan would be placed in the latter category as it has special medical prisons for dealing with prisoners with special needs in relation to mental health. A compromise between these two approaches can be found in some nations where medical staff are employed by the corrections departments and they run clinics, and even small hospitals, within the prisons, but serious cases are taken to 'prison wards', or separate secure sections, of general public hospitals.

The incidence of HIV/AIDS has been a matter of particular concern to correctional administrators as fears have been expressed that prisons could become significant locations for the transmission of the disease. These fears are based on the fact that the major causes of HIV/AIDS infection are unprotected anal intercourse and the injection of drugs with unsterilised syringes, and these two practices are believed to be more common in prisons than elsewhere. Also, amateur tattooing with pins or needles is fairly frequently practised in some prisons, and this practice may also lead to infection. When the existence of the disease was first made public these fears were very high and most correctional administrators authorised extensive education programs for both staff and prisoners in order to ensure that the dangers of infection were known and understood.

In the event, the incidence of HIV/AIDS in prisons has been found to be much lower than was expected, but it is very difficult, if not impossible, to establish the real incidence for a variety of reasons. The presence of the infection can only be established by the testing of blood samples, and this is a fairly costly process which cannot be widely used in many of the less affluent nations of the region. When this subject was last discussed, APCCA delegates expressed a wide range of views about the desirability, feasibility, and even the legality of testing for this infection in prisons.

Even though HIV/AIDS in prisons has been the subject of wide debate, many correctional administrators claim that other infectious diseases are much more common, and therefore of greater concern in prison management. The various strains of hepatitis are to be found in many prisons in the Asia and Pacific region, and in recent years the prisons in Cambodia and Vietnam have reported many cases of malaria. Cases of tuberculosis have also been reported

in the prisons in several nations, including Canada, Mongolia and Cambodia. Epidemics of influenza are also experienced from time to time in all prison systems in the region. Details of steps taken to reduce the incidence of these infectious diseases and to treat those infected would be of interest.

It is generally accepted that between 40 and 70 per cent of all prisoners in the majority of nations in the region are in prison as a result of offences relating to drugs. This estimate includes offences which were motivated to obtain money to purchase drugs, offences committed while under the influence of drugs, as well as the specific offences of possession, use, manufacture, cultivation or trafficking of illicit drugs. While cannabis is illegal in all nations in t

Summary of Substantive Agenda Items at Conferences No. 1 to 20

1. Hong Kong, 1980

1. Trends and Problems
2. Alternatives to Imprisonment and Effects of Prison Management
3. Management Services
4. Sixth UN Congress - Implications for Asia and Pacific

2. Thailand (Bangkok), 1981

1. Prison Industry
2. Remands
3. The Status of Prison Officers and Human Rights
4. Prisoners' Exchange Arrangements in Asia and the Pacific
5. The Problem of Drug Offenders in the Prisons of Asia and the Pacific

3. Japan (Tokyo), 1982

1. Staff Development
2. Release Under Supervision
3. Vocational Training
4. Classification and Categorisation of Prisons

4. New Zealand (Wellington), 1983

1. Developing Public Awareness in Corrections
2. Novel and New Problems and Programs in the Regions
3. Young Offenders in Corrections
4. The Problem of Drug Offenders in Prison
5. Prison Health Services
6. Prison Industries

5. **Tonga, 1984**
 1. The Use of Technology in Prisons
 2. The Role of Volunteers in Prisons in Relation to Programs for Inmates
 3. Problems of the Physically and Mentally Handicapped in Prison
 4. Mechanism Used by Various Jurisdictions to Monitor Crime and Incident Rates in Prisons
 5. The Definition of Recidivism

6. **Fiji (Suva), 1985**
 1. Investigations of Incidents in Prisons
 2. Facilities and Programs for Female Prisoners Including Those Inmates with Children
 3. Extent and Use of Minimum Force in Prisons
 4. Recruitment and Development Training
 5. Changing Responsibilities of Correctional Administrators

7. **Republic of Korea (Seoul), 1986**
 1. Remandees: Management, Accommodation and Facilities
 2. Draft Standard Minimum Rule for the Treatment of Prisoners
 3. Educational Opportunities in Prison, with Particular Reference to Primary and Reintegrative Education
 4. International Transfer of Prisoners within Asia and the Pacific
 5. Providing Employment for Inmates

8. **Malaysia (Kuala Lumpur), 1987**
 1. Counter Measure to Overcrowding in Prisons
 2. Work Release and Associated Matters
 3. Effective Links Between Prison Industry and the Private Sector
 4. Impact on Prison Management of External Monitoring
 5. Regional Co-operation for the Training of Prison Officers

9. **Australia (Sydney and Melbourne), 1988**
 1. Trends and patterns in Penal Populations: Size, Composition, Types and Characters
 2. Inter-agency Co-operation Within the Criminal Justice system, namely Between Corrections and Other Agencies
 3. Safeguarding Human Rights Within the Penal System
 4. The Media, its Power and Influence upon Corrections Systems

10. **India (New Delhi), 1989**

1. Current Penal Philosophy
2. Current Alternatives to Prison
3. Changing Work Role of Prison Staff
4. Current Crisis Management Techniques

11. People's Republic of China (Beijing), 1991

1. Correctional Statistics Research and Development
2. Prison Education, Training and Work
3. Discipline and Grievance Procedures
4. Prison and Community

12. Australia (Adelaide), 1992

1. Prison Health Issues
2. New Developments in Community Corrections
3. Private Industry and Prison Management
4. International Co-operation in Corrections

13. Hong Kong, 1993

1. Rights and Treatment of Unconvicted Prisoners
2. The Effective Treatment of Different Types of Offenders
3. Public Awareness and Support for Corrections
4. International Co-operation for Corrections

14. Australia (Darwin), 1994

1. Management of Intractable and Protection Prisoners
2. The Application of Technology and Information Systems in Corrections
3. Care and Control of Minority Groups in Prison
4. Staffing and management Systems in Corrections

15. Japan (Tokyo and Osaka), 1995

1. Prison Health Issues
2. Contemporary Issues in Correctional Management
3. Classification and Treatment of Offenders
4. Impact of External Agencies on Correctional Management

16. New Zealand (Christchurch), 1996

1. Community Involvement in Corrections
2. Provision of Food and Health Services in Prisons

3. Special Issues Relating to the Management of Female Offenders
4. International Co-operation at the Global, Regional and Sub-Regional Levels

17. Malaysia (Kuala Lumpur), 1997

1. National Report on Contemporary Issues
2. Vocational Training and the Work of Prisons
3. Private Sector Involvement in Corrections
4. Prison Staff: Recruitment, Training and Career Development

18. Canada (Vancouver), 1998

1. National Reports on Contemporary Issues in Corrections
2. Best Practices in the Treatment of Offenders
3. Creating and Sustaining the Interest of the Community and Government in Corrections
4. The Application of Technology in Prison Design and Management

19. People's Republic of China (Shanghai), 1999

1. National Report on Contemporary Issues in Corrections
2. The Correction or Re-education of Young Offenders
3. Defining and Clarifying the Role and Functions 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
4. Corrections in the New Millennium: Challenges and Responses

20. Australia (Sydney), 2000

1. National Reports on Contemporary Issues in Corrections
2. Women Prisoners
3. Community Involvement in Corrections
4. Health Issues in Corrections

Report of the APCCA Advisory Committee, 5 November 2000

1. Attendance

The formally appointed members of the APCCA Advisory Committee - namely, China, India, Malaysia, Fiji, the current and most recent conference hosts, and the APCCA Coordinator - were supplemented on this occasion by representatives of Canada, Hong Kong

(China), New Zealand, the Northern Territory of Australia, South Australia and the Co-rapporteur. It was noted with regret that representatives from Fiji and India were not in attendance. The total attendance was 14 persons.

The APCCA Coordinator, as the convener 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, and was adopted by the meeting.

3. Speakers for Agenda Items 2, 3 and 4.

It was explained by the APCCA Coordinator that in order to provide more time for discussion of agenda items, all nations would be invited to speak to agenda item one, but there would need to be a selection of those who would 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 to be used as a guide by the conference chair.

4. Report on APCCA Fund

The convener of the APCCA Finance Sub-committee, Mr Ching-kwok (Benny) Ng, Hong Kong (China), made an informal report and informed the committee that a written financial report would be presented to the business session of the full conference. He indicated that the Fund is in a healthy state as we have had an unspent balance each year we have been in operation.

5. Future Host Nations

It was noted that the tentative offer by Fiji to be the host in 2001 was now no longer viable in view of the continued unrest in that country, and it was also noted that no other nation had yet offered to undertake this responsibility, apart from Singapore which had recently reconfirmed its commitment to be the host in 2004.

All delegates present were asked to consider this matter as a matter of urgency as it was highly desirable to have the matter settled before the end of this conference.

6. APCCA Web Site

The APCCA Coordinator reported that, in his view, the web site was operating very well and he was pleased with the work of the Australian Institute of Criminology who maintained the site under contract to APCCA. The site was currently attracting over 1000 visitors per month, and they came from many different parts of the world, as well as the Asia and Pacific region. The Coordinator expressed the view that he would like to see more of the national papers reproduced on the web site, but this would only be done with the specific approval of each

nation. He also called for more volunteers to become advisors to the site, and he welcomed an offer from Canada to fill this role.

7. APCCA Newsletter

Congratulations were extended to the representatives of Hong Kong, China, for their efforts together with the Peoples Republic of China, in producing two Newsletters of very high quality in the past year. Both of these publications had subsequently been reproduced on the APCCA web site.

Following the decision made at the 1998 conference to place the responsibility for production of the Newsletter in the hands of the host country for the year following conference, it was agreed that New South Wales would be responsible for the production of the Newsletter for the coming year. It was suggested that it would be useful to produce the Newsletter each quarter, and Dr Keliher, on behalf of New South Wales, undertook to endeavour to meet this target.

8. International Corrections and Prisons Association (ICPA)

The delegate from Hong Kong (China), Mr Benny Ng, and the delegate from New Zealand, Mr Mark Byers, reported on their attendance at the recent ICPA conference held in Cape Town, South Africa. They reported that the conference had been most successful, and that the ICPA was generally going well even though it was overly dependent on the financial support of Canada. The Canadian contribution was time-limited and was on a declining basis, and therefore higher contributions would be required from members in the future. It was also noted that the ICPA president, Dr Ole Ingstrup, had recently retired from his position of Commissioner of Corrections Canada.

Mr Benny Ng noted that as we have uncommitted funds it might be worth considering making a contribution to ICPA. Alternatively, some funds could be used to facilitate our members attending ICPA conferences.

9. Other Business

Discussion occurred on the membership of the Advisory Committee and it was agreed that a new structure was required as currently two of the standing members were unable to be present. It was also agreed that there was a need to clarify the role of the Advisory Committee, and that these matters needed to be resolved by the full conference at an appropriate time.

Further discussion also took place on the identification of future hosts and it was suggested by Canada that nations with the necessary infrastructure should be ready to accept the responsibility at short notice as Canada did in 1998.

Mr Benny Ng from Hong Kong (China) circulated draft designs for APCCA plaques which had been developed in his department, and he sought advice from participants on the preferred design. It was agreed that the designs would be displayed so that all delegates could express a view.

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

Report of APCCA Finance Sub-committee, 5 November 2000, Sydney, Australia

Attendance

Mr Ching-Kwok (Benny) NG, Hong Kong (China), Convener
Dr Leo Keliher, New South Wales, Australia, Member
Mr Mark Byers, New Zealand, Member

The APCCA Coordinator, Professor David Biles, and Mr Kin-man Tai, Hong Kong (China) were also present, and Mr Pieter de Vink, Canada, was present as an observer for the latter part of the meeting.

APCCA Fund Report

Mr NG presented the meeting with a written report on the administration of the fund over the period 1 October 1999 to 30 September 2000 together with a report of the audit committee. It was noted that at 30 September 2000 the fund had accumulated a surplus of \$31,250. A copy of this report is attached.

Decisions of the Sub-committee

Before considering specific proposals, the convener reported that the aim of encouraging the making of payments on time had largely been achieved, and he said that the level of voluntary contributions was very pleasing. He also made the point that the sub-committee could now consider suggestions from the APCCA Advisory Committee for other areas of expenditure.

1. Payment for the second year of work by the Australian Institute of Criminology on the APCCA web site of up to \$3000 (US) was confirmed.
2. Reimbursement to the APCCA Coordinator for the purchase of corporate gifts of approximately \$700 (US) was approved subject to the submission of a receipt. While this was within the limit set by the previous meeting, it was suggested that more prudence be exercised with this type of expenditure in the future.
3. A proposal from the APCCA Coordinator that the Co-rapporteur be granted an honorarium of \$2000 (US) was not approved.
4. A proposal from the APCCA Coordinator that he be reimbursed for his expenditure on APCCA related telephone, fax, email and postage charges was not approved, as it was suggested that these matters are covered by his honorarium.

Before the meeting closed, some discussion occurred on the need for a permanent APCCA Secretariat, and Dr Keliher indicated that his department would be happy to continue this

work. Mr NG also suggested that his department would be willing to provide all necessary secretarial and logistical support to APCCA on a permanent basis. No conclusion was reached in this discussion.

All participants at the meeting expressed their warm appreciation of the efficient manner in which Mr NG and his staff had handled the administration of the APCCA fund.

Report on Administration of the APCCA Fund (*pdf file size 295 kB*)

APCCA Fund Balance Sheet (*pdf file size 6 kB*)

APCCA Income and Expenditure Statement (*pdf file size 9 kB*)

Voluntary Contributions Received (*pdf file size 7 kB*)

Report on Audit of the Financial Statements of the APCCA Fund (*pdf file size 618 kB*)

Prison Statistics, Asia and the Pacific, 2000

The statistical tables shown in the following pages were developed from information submitted by participants in the 20th Asian and Pacific Conference of Correctional Administrators, in Sydney, Australia, during November 2000.

Delegates were invited to suggest any changes that were needed in these statistics during the course of the conference, or by mail or fax in the following three weeks. All suggested changes have been incorporated.

It should be noted that international comparisons must be made with caution as it is not possible to ensure that all nations in the region have used the terminology in the same way.

David Biles

Table 1

Prisoners by Gender and imprisonment Rates, Asia and the Pacific, mid 2000

	Male	Female	Total ('000)	General Population	Imprisonment Rate
Australia	19563	1300	20863	19162	108.9
Brunei Darussalam	311	22	333	338.4	98.4

Cambodia	5214	288	5502	12000	45.9
Canada	30790	1621	32411	30300	107.0
China	1380307	47100	1427407	1300000	109.8
Cook Islands	22	1	23	15	153.3
Fiji	1168	17	1185	777	152.5
Hong Kong, China	9830	1321	11151	6800	164.0
Indonesia	51592	1807	53399	210486	25.4
Japan	53141	2992	56133	126700	44.3
Kiribati	56	1	57	78	73.1
Korea, Rep.	60801	3237	64038	47336	135.3
Macau, China	817	78	895	431	207.7
Malaysia	24748	1246	25994	25000	104.0
New Zealand	5382	266	5648	3812.8	148.1
Singapore	12665	1126	13791	4000	344.8
Sri Lanka	16188	662	16850	19000	88.7
Thailand	170208	35803	206011	61662	334.1
Tonga	67	1	68	123	55.3
Tuvalu	6	0	6	9	66.7

From the figures in this table the weighted average imprisonment rate has been calculated as 104.0 per 1 000,000 population

Table 2**Unconvicted Remandees, Percent and Rate, Asia and the Pacific, mid 2000**

	Unconvicted Remandees	Percent Remandees	Remand Rate per 100,000 population
Australia	3788	18.2	19.8
Brunei Darussalam	32	9.6	9.5
Cambodia	1967	35.8	16.4
Canada	6472	20	21.4
Cook Islands	2	8.7	13.3
Fiji	63	5.3	8.1
Hong Kong, China	1094	9.8	16.1
Indonesia	20980	39.3	10
Japan	10473	18.7	8.3
Kiribati	7	12.3	9.0
Korea, Rep.	24854	38.8	52.5
Macau, China	258	28.8	59.9
Malaysia	7744	29.8	31.0
New Zealand	749	13.3	19.6
Singapore	2311	16.8	57.8
Sri Lanka	8225	48.8	43.3
Thailand	80086	38.9	129.9

Table 3**Prison Staff and Staff/Prisoner Ratios, Asia and the Pacific, mid 2000**

	Total Prison Staff	Prisoners per Staff Member
Australia*	6970	3.0
Brunei Darussalam	118	2.8
Cambodia	1124	4.9
Canada	23262	1.4
China	286345	5.0
Cook Islands	19	1.2
Fiji	332	3.6
Hong Kong, China	6514	1.7
Indonesia	24737	2.2
Japan	17055	3.3
Kiribati	35	1.6
Korea, Rep.	12129	5.3
Macau, China	373	2.4
Malaysia	9100	2.9
New Zealand	2750	2.1
Sri Lanka	5139	3.3
Thailand	10123	20.4
Tonga	83	0.8

*The Australian data excludes staff in private prisons in Victoria

Solomon Islands			√				√	√		
Sri Lanka	√		√				√	√		
Thailand	√	√	√	√	√	√	√	√	√	√
Tonga	√	√								√
Tuvalu										√
Vanuatu						√			√	
Vietnam	√				√	√	√	√	√	√
TOTAL	19	17	19	21	18	21	21	20	18	20