



24th Asian & Pacific Conference of Correctional Administrators

3 to 8 October 2004, Singapore



Conference Report



Hosted by
Singapore Prison Service



Conference Report

**24TH ASIAN AND PACIFIC
CONFERENCE OF CORRECTIONAL
ADMINISTRATORS**

3 TO 8 OCTOBER, 2004
SINGAPORE

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Introduction

This report is a summary of the proceedings of the Twenty Fourth Asian and Pacific Conference of Correctional Administrators (APCCA) held in Singapore from 3 to 8 October 2004. The conference was attended by delegations from 22 jurisdictions in the Asia and Pacific region (See Appendix I). In addition, three nations who were unable to attend in person (Canada, Pakistan and the Philippines) submitted papers to the Conference. Generally, delegations were headed by the Chief Executive, Commissioner or Director General responsible for Corrections, often accompanied by other specialist staff.

The conference was hosted by Mr Chua Chin Kiat, Director of the Singapore Prison Service. Singapore has been a strong supporter of APCCA and has attended all previous conferences except for two (and every meeting since 1991). However, this was the first time that there had been an opportunity to hold the conference in Singapore. The timing was particularly good as Singapore had recently opened the first 'cluster' of its new Changi Prison and was hosting a major exhibition on 'Technology and Innovation in Security and Corrections.'

The first APCCA meeting was held in Hong Kong in 1980, and 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 met every year apart from 1990. From 1980 to 1992, the conference was assisted by the Australian Institute of Criminology and from 1993 to 2001 by Professor David Biles. In 2001, to ensure continuity, APCCA established a permanent secretariat. From the outset, the Secretariat's responsibilities have been shared between Hong Kong (China) and Singapore.

Between 1980 and 2003, APCCA has met in nations across the whole region: Australia (four times); Canada; China (twice); Hong Kong (China) (three times); Fiji; India; Indonesia; Japan (twice); Korea; Malaysia (twice); New Zealand (twice); Thailand (twice) and Tonga. The topics that have been discussed at the various conferences are set out in Appendices E and F.

Over this period, the conference has developed several traditions. For example, it has always been accepted that the host has the right to select those to be invited. Host nations have also provided hospitality as well as logistical support and an appropriate venue. At this conference, extensive and generous hospitality was provided by Mr Chua. His staff were extremely professional, enthusiastic and helpful.

An important event in APCCA's history was the signing of a Joint Declaration by all the jurisdictions who were present at the 2002 conference in Bali, Indonesia.¹ A number of other jurisdictions have signed up subsequently (see Appendix J for a list of current members). The Joint Declaration, which was the product of the deliberations of a Working Party, sought

¹. For the Joint Declaration, see Appendix J of the 2003 Conference Report or the APCCA website: www.apcca.org.

to place APCCA on a firmer and clearer footing for the future whilst not detracting from its positive established traditions. Key features of the Joint Declaration included a statement of general goals, the establishment of a new Governing Board (in place of the former Advisory Committee), formalisation of the APCCA fund and provisions relating to the appointment and responsibilities of the Rapporteur / Co-Rapporteur. At the Hong Kong (China) Conference of 2003, Dr Neil Morgan and Mrs Irene Morgan served as Rapporteur and Co-Rapporteur respectively and were elected by that Conference to undertake these roles for the next three years.²

At the Hong Kong (China) Conference of 2003, there had been a number of changes designed to promote a greater degree of discussion. This process of development continued at this conference, where the main changes were as follows:

- ◆ Five main Agenda Items rather than four.
- ◆ Three Specialist Workshops rather than two.
- ◆ Further extension of the use of Powerpoint as an aid to presentation (with the Singapore Prison Service providing assistance to delegations upon request).
- ◆ A more structured format to the Discussion Guide prepared by the Rapporteurs, including a more specific list of suggested questions and issues.
- ◆ Agenda Items 2 to 4 were presented in a different way. Instead of a number of delegations making formal presentations to the whole conference, there were concurrent 'break out groups' followed by presentations to the conference as a whole. The break out groups were first given a presentation of key themes, compiled by the Singapore Prison Service. Discussions were then guided by a 'content facilitator' from one of the delegations and a 'process facilitator' from the Singapore Prison Service. The Conference then reconvened as a whole to consider Agenda Items 2 to 4: the core issues were presented by the content facilitators and then discussed by the full Conference.

Visits to correctional institutions provide a useful complement to formal discussions and a practical method of exchanging ideas. For this conference, visits were arranged to the Sembawang Drug Rehabilitation Centre, Kaki Bukit Centre and Changi Prison Complex Cluster A. Cluster A houses up to 5,300 inmates and, as a large-scale, technologically advanced facility, provided delegates with some fascinating insights.

Delegates were able to benefit from a contemporaneous Exhibition on 'Technology and Innovation in Security and Corrections', held at the Conference venue. A large number of Exhibitors were present with an array of technological wizardry, including sophisticated surveillance, scanning and tracking devices, biometric recognition, and information management systems. Exhibitors also provided seminar briefings to interested delegates. In addition, the Singapore Prison Service held an Exhibition on Innovation in Corrections, which dovetailed neatly with a Specialist Workshop on the same topic.

². Neil Morgan previously served as Co-Rapporteur for most of the conferences from 1997 to 2002 and Irene Morgan had assisted in the production of reports from 2000 to 2002.

The summary report of the conference proceedings was drafted, as far as possible, while the conference was in progress and this draft was circulated to all delegates on the Thursday evening before the Conference closed. The remainder of the report was finalised after the conference and this final draft was distributed to delegates for comment. The Rapporteurs and the Conference Secretariat then coordinated suggestions for amendment to the draft. The Report was finalised in mid-January 2005.

Opening Ceremony and Welcome Dinner

The opening ceremony of the conference was held in Pacific Ballrooms 1 and 2 at the conference venue (the Pan Pacific Hotel). The Guest of Honour was Mr Wong Kan Seng, Minister for Home Affairs for Singapore. Mr Chua Chin Kiat, Director of Prisons, Singapore Prison Service, made a welcome speech to delegates and Mr Wong Kan Seng delivered a speech outlining some of the key factors facing correctional systems.

Welcome Speech by Director of Prisons, Singapore Prison Service, Mr Chua Chin Kiat at the Opening Ceremony

Introduction

Good morning Minister, distinguished delegates and guests, colleagues, ladies and gentlemen. Welcome to the 24th Asian and Pacific Conference of Correctional Administrators.

2. This is the first time that the Singapore Prison Service is hosting the APCCA. 22 countries and regions are represented here today, with over 100 delegates.

What's New at the Conference

3. Over the next 5 days, we hope this conference will provide enough opportunities for sharing of best practices amongst the delegates. There has been an increase of one Agenda Item and Specialist Workshop compared to previous conferences. The discussion sessions for Agenda Items 2 to 5 will be conducted in concurrent Breakout Group discussions. It is a change from past practices, because we believe such sessions will allow for more fruitful discussions to share your views. I am grateful to Hong Kong, New Zealand, New South Wales, Australia, and Thailand for agreeing to take on the important role of content leaders in the breakout group discussions. Australia, Mongolia, Hong Kong and Korea have also stepped forward to offer to share their experience and learning journey during the Specialist Workshops. I am very much encouraged by your commitment to enhance the professionalism of APCCA members and develop stronger networks of co-operation amongst us.

4. For the first time, there will be an exhibition showcasing the latest technology and innovation in the field of security and corrections. We hope you will take the time to visit the exhibition booths outside this ballroom. The emphasis on technology and innovation is timely against the backdrop of increased security threats facing many countries today. Our correctional institutions need to be safe and secure to protect society well. Not only can technology assist in the custodial function of prison systems, it can also help us meet the challenges of rehabilitation and reintegration of offenders. On the last day of the conference, you will be visiting

Cluster A, the first of the clusters in our new Changi Prison Complex, where you will see how we achieve manpower efficiency by leveraging on infrastructure and technology.

The Yellow Ribbon Project

5. The 24th APCCA also coincides with the Yellow Ribbon Project, organised by the Community Action for the Rehabilitation of Ex-Offenders or (CARE) Network. Those who are in my generation, would have heard of the popular 70s' song "Tie a Yellow Ribbon Round the Old Oak Tree". This song has inspired the Yellow Ribbon Project, which seeks to help unlock the social and psychological prison for ex-offenders and their families.

6. Every year in Singapore, there are about 11,000 ex-offenders who are released from prison. Many find themselves entering into a second prison, i.e. a society that stigmatizes them. Hence, this Project hopes to inspire community action to support the ex-offenders in their change process and reintegration back to society.

7. Today, a few of us here are wearing a yellow ribbon, such as this one, to signify that we welcome ex-offenders back into the community. We hope our international correctional colleagues will join us in this meaningful cause by donning on the Yellow Ribbon throughout the week, even as you shop along Orchard Road.

Conclusion

8. The 24th APCCA Organising Committee led by my Deputy Director, Chief of Staff, Lohman Yew, has planned interesting programmes ahead for all of you. We hope that you will find the conference proceedings fruitful and your stay in Singapore a memorable one. Thank you.

Opening Address by Minister for Home Affairs, Mr Wong Kan Seng, at Opening Ceremony

Distinguished guests and delegates

Ladies and gentlemen

Good morning. I am delighted to be here with you today, especially since this is the first time this Conference is being held in Singapore. I am certain the Conference's aim of providing a forum for correctional practitioners amongst you to exchange views and share best practices, would go a long way in improving the standards of correctional institutions and in helping inmates to turn over a new leaf.

Correctional Administrators Play Important Roles

2. For many people, the image of correctional administrators conjures up different roles. These range from custodians who ensure secure holding of convicted persons, to administrators who run correctional institutions, and to rehabilitators who help prisoners reform and correct their previous ways.

3. There seems no dispute that there is a definite and vital role for the correctional administrator to play. Even in an utopian society everyone can only be free or born free as the famous song goes, if everyone follows a certain set of rules. People are human beings with blood and sweat, with emotions and passions. Some succumb to temptations. Others may be driven by hatred to revenge. Yet others may scheme and take advantage of the weaker members of our society, even the young. To protect the average man-in-the-street, the young and vulnerable, society needs rules and regulations, and those who choose to break these rules have to be punished.

Rehabilitative Efforts Work

4. For those who break the rules, the law will have to be enforced, and if found guilty, they will be punished and in certain cases, be incarcerated. There sometimes is a disconnect between incarceration as a place where people are locked away for good and nothing works for them, and incarceration as an opportunity to rehabilitate those who break our rules. Indeed there are recalcitrant offenders who persist in re-offending in spite of the best efforts to reform them. Yet there are also those who repent and genuinely want to turn over a new leaf. For these people, rehabilitation will work in helping them pick up new life skills and to re-integrate into society when they have served their time in prison. Studies have also shown that various systems in correctional institutions do work in preventing prisoners from re-offending. Rehabilitation will therefore be worthwhile if there are definite returns for the inmate and society at large.

5. For those of you in the correctional service, it is a delicate balance between enforcing the imprisonment term imposed and singling out those amenable to change and who would benefit the most from rehabilitation. On rehabilitation, Singapore's experience is that community-based rehabilitative efforts work well. The correctional institutions alone cannot rehabilitate an inmate because in order for him to survive in the world outside, he needs the help of others. In this regard, community partners, non-government organisations and many volunteers have contributed much to the cause of the Singapore Prison Service in its quest to get criminals out of prison.

6. Let me cite two examples of our community-based rehabilitative efforts. We recently expanded our Home Detention Scheme so that more inmates would benefit. This scheme facilitates an easier re-integration into society for the inmate because he is returned to his family and community environment where he can draw his emotional and moral support to rehabilitate himself. Under this scheme, well-behaved inmates who have served a minimum sentence continue to serve their

sentence at home. These inmates are allowed to work but are required to keep to certain restrictions, such as a curfew and regular reporting, that are imposed on them.

7. Another of our community-based rehabilitative efforts is to help former inmate find employment. One of the most effective ways to help ex-offenders reintegrate into society is for them to rediscover that they too can make useful contributions to society once again. The Singapore Corporation of Rehabilitative Enterprises and its network of employers provide inmates with vocational training in prisons and match those who leave the prisons with employers. Once a former inmate is secured in a stable job and receives regular income, his self worth is bolstered and he would be less inclined to re-offend.

Continuous Improvement Needed

8. While our efforts have shown results, we cannot rest on our laurels. What works today may not work tomorrow. We therefore have to keep learning, adapting and adopting new ways to help inmates who are amenable and desire to reform. A Conference like this one is therefore a good way for experts to meet and build up a useful network to exchange ideas and develop even better ways of helping those who need your help the most.

9. On this note, I wish you a meaningful discussion and a memorable stay in Singapore. It is now my pleasure to declare the 24th Asian and Pacific Conference of Correctional Administrators open. Thank you.

After the speeches concluded, the Conference viewed a video presentation on the Singapore Prison Service. This was followed by a high-tech laser show, reflecting the APCCA nations, and culminating in the revelation of the APCCA symbols. The symbols are a Fijian war club and an Indian oil lamp. The Fijian war club may be associated with aggression and violence but its significance is that it is a sign of peace, harmony and civilisation when it is surrendered to another person. The Indian brass lamp is a symbol of learning and enlightenment. Together, these two symbols embody the enduring values of the APCCA.

The Conference was also honoured by the presence at the welcome dinner on the Monday evening, of the Mr Wong Kan Seng, Minister for Home Affairs.

Agenda Item One

National Reports on Contemporary Issues in Corrections

1. Introduction

Since 1997, the first agenda item at all APCCA conferences has been a consideration of national reports on contemporary issues in corrections. This conference again revealed extraordinary geographical, cultural and economic diversity. Delegates came from the world's most populous nations of China and India as well as from small Pacific Islands such as Fiji, Kiribati and the Solomon Islands. Some jurisdictions are small but densely populated (such as Singapore and Hong Kong (China)) but others are vast but lightly populated (such as Australia). Some are highly advanced in technological and economic terms and others are still developing.

Such diversity presents both opportunities and challenges for conferences of this sort and it is inevitable that discussions will be wide ranging. However, a review of recent years' papers showed many common themes and issues. In order to promote a sharper focus to Conference discussions, the Discussion Guide therefore provided a more structured proposed format for papers (see Appendix D). Most jurisdictions adopted this format and there was general agreement that it had been helpful in preparing papers. In terms of their structure and detail, the papers were probably of the highest standard seen at APCCA.

2. Socio-Economic, Structural and Political Factors

Correctional systems operate within a broader framework, including external pressures and economic, political and structural constraints within the jurisdiction.

(a) World Geo-Political Situation

International geo-political issues have created challenges for justice systems across the region and some papers discussed their impact on correctional services. This was most sharply expressed by Singapore: "The double impact of the SARS outbreak and the US-Iraq war and the continuous threats since 911 have indelibly changed Singapore's operating environment with security as a critical consideration in all organizations. As such, the Singapore Prison Service had to re-look at what actually constitutes a threat to the safety and security of the institutions." Singapore's responses have included the development of stronger contingency plans with respect to infectious diseases, terrorist attacks and other crisis scenarios.

For similar reasons, Canada established a new Federal Department for Public Safety and Emergency Preparedness (PSEPC) in December 2003 in recognition of the "changing

landscape of crime.” The PSEPC explicitly acknowledges that barriers traditionally exist between different government organisations and is developing an ‘Integrated Justice Information Initiative’ to try to break down these barriers.

Several jurisdictions have experienced internal conflict over recent years. Fiji and the Solomon Islands both drew attention to the need to improve staff training with respect to the security and management of prisoners who may have political ambitions and who may be regarded as leaders or heroes by some of members of the general population. With ‘democratisation rolling out’ and with continuing unrest in parts of the country, Indonesia is experiencing similar problems. Sri Lanka, too, faces terrorism threats and issues of internal security as a result.

(b) Economic Factors: Doing More with Less

Many papers mentioned the difficulties created by economic pressures, including the need to reduce public expenditure and changes to the prisoner population profile. Several countries face severe macro-economic problems that impact on correctional services. Laos commented that it is ‘suffering from financial difficulty’ and Kiribati mentioned several shortcomings. In the Philippines there is little capacity to modernize correctional services because they are “driven by fiscal appropriations” and no significant capital works funds have been provided for a decade. In Fiji, there is no finance to support the implementation of rehabilitation programmes; the prison service and other agencies are therefore striving to bring about changes to prisons and human rights legislation as a lever for change.

As a ‘new industrialised nation’, Malaysia has experienced “social upheaval and repercussions” such as higher crime rates and social problems, weakening family structures, an influx of illegal immigrants and increasing drug use. Macao mentioned the impact of the Asian economic downturn and commented that the long term effects of liberalising the gaming industry (and the abandonment of the casino monopoly that previously operated) remain unclear.

In Korea, the economic downturn in the 1990’s changed the nature of the prison population, as “more and more average citizens who used to enjoy the comfortable and secure life were imprisoned.” Japan attributed the rise in its prison population to “the internationalization of Japan and the recession.” Singapore noted that there had been an increase in unemployment and housebreaking offences during the recent economic downturn. Hong Kong (China) said it has “not fully recovered from the Asian financial turmoil” and is having to reduce costs and the number of positions.

Hong Kong (China) and Singapore both encapsulated the problem with the catch-phrase: “How can we do more with less?” and identified improved technology as a key strategy.

(c) Structural Change in ‘Developing’ Countries

Although the majority of papers tended to focus on the problems posed by economic difficulties and globalisation, it is important to record the advances that have been made by many ‘developing’ countries with respect to the structure and governance of their correctional services, often with the assistance of other nations or international organisations. For example, at APCCA conferences a few years ago, Cambodia commented that deep-seated issues of poverty and service provision (such as providing a safe water supply to the general population) were posing major difficulties for correctional services; and they had few available statistics on their operations. This has changed greatly and this year’s report outlined a draft strategic plan, including the development of a computerised database. The delegation also mentioned the growing emphasis on staff training through a range of modules that include management training, records work and human rights training.

Similarly, Mongolia has made very significant advances. New legislation was adopted in 2002 (the Court Judgment Procedural Law and other laws), which saw the transfer of responsibility for prisons to the General Executive Department of Court Justice rather than the police. As a consequence of this, several conferences have been held to enhance staff training and understanding.

(d) The Role of Non-Government Organisations

The conference papers indicated that non-government agencies such as charities and not for profit organisations are becoming more and more important, especially in terms of support services for reintegration (see Agenda Item Two, below). In part, this is due to the economic constraints facing government agencies; as Singapore and Hong Kong (China) noted, such pressures inevitably result in the government sector attempting to draw in other support services. The Canadian paper went a stage further, suggesting that “as society becomes more interconnected, the relationship between government and Canadians is becoming redefined”; and, as a result, non government organisations are increasingly involved in policy development as well as assisting in service delivery.

3. Prison Building Programmes (Public and Private Sector)

New prisons are being built or planned in many parts of the region. The most obvious example is Singapore’s large-scale Changi Prison Complex which, when fully operational, will have the capacity to house over 20,000 inmates. Delegates to the Conference were able to visit the first cluster, with a capacity of 5,300.

Brunei, Cambodia, Macao (China), Mongolia and Sri Lanka all have definite plans for new prisons to be constructed over the next few years but the Philippines paper lamented the fact that numerous discussions about new prisons have not seen concrete progress. The most ambitious prison building programme is in India, where 256 new jails are being planned.

A consistent theme at recent APCCA conferences has been the position of women prisoners. They tend to represent an increasing proportion of a growing prison population (see below) and have needs that are different from those of male prisoners. China has adopted a number of strategies to improve the position of female prisoners and several Australian jurisdictions have constructed new prisons with a stronger focus on the needs of women and their children.

The new prisons that are being built or planned appear generally to be public rather than private sector institutions. In this sense, private sector management of prisons appears to be in a period of consolidation rather than expansion. In some of the jurisdictions in which private sector management was embraced, the momentum has shifted. Although several Australian prisons are still successfully operated by the private sector, and remain cost-effective, some have reverted to public sector management. This tends to be the result of changes in political philosophy on the part of State governments and concerns about fragmented delivery. In New Zealand, new legislation (the Corrections Act 2004) puts an end to contracts for the private management of prisons; however, this change reflects an ideological position and not failing performance.

Japan and Korea are exceptions. In Japan, a new prison for 1,000 (500 men and 500 women) is being constructed under a Private Finance Initiative (PFI). At previous conferences, Korea noted that legislation had been amended to permit private prisons to operate. It is now anticipated that the first such prison will be operational within two years.

4. Prison Standards and Human Rights

APCCA conferences over recent years have seen a growing focus on prison standards, including compliance with international obligations such as the United Nations Standard Minimum Rules for the Treatment of Offenders (UNSMR) and the Convention Against Torture and Other forms of Inhumane and Degrading Treatment (CAT). Most delegations made reference to issues of prison standards and it is clear that the UNSMR have had an influence in a number of jurisdictions, particularly those such as Cambodia and Mongolia which have been rebuilding systems after years of political difficulty; both these countries now include training for staff on the rights of inmates.

In Fiji, the UNSMR provide aspirational standards that are being used as a key reference point by international agencies and consultants, and the aim is to embody these standards in legislation. In many part of the region, this is already occurring. Sometimes it takes the form of general legislation on human rights or anti-discrimination laws and sometimes there is attention to such issues in legislation dealing with prisons. Some examples are as follows:

- ◆ In Australia, the Australian Capital Territory (ACT) enacted a Human Rights Act in 2004. This is the first such legislation in Australia and its enactment has triggered a review of prison legislation and policies to ensure compliance.

- ◇ In Canada, the Human Rights Commission (to which reference has also been made in earlier APCCA reports) has recently completed a report on women offenders and has made a number of wide ranging recommendations. The Commission has also dealt with a number of complaints regarding accommodation and religion.
- ◇ China has introduced many new rules and regulations to govern prison management and to enhance the transparency of the system.
- ◇ Japan set up a Correctional Administration Reform Council in March 2003 to regain public understanding and respect and the council recommended reforms in prison laws.
- ◇ Since late 2001, a Human Rights Commission has operated in Korea, and has examined a number of issues relating to prisons. In 2003, a Corrections Taskforce was established (including professors, lawyers, human right experts and corrections staff). The work of this Taskforce has already resulted in changes to living conditions and to the use of certain punishments.
- ◇ New Zealand's 2004 Corrections Act includes provisions that prisoners' minimum entitlements must be consistent with the UNSMR; for extended complaints mechanisms; and for Inspectors to have a role with respect to community based orders.

In addition to legislative provisions which have the force of law, it is also possible to draw up national guidelines which modify international standards to reflect local circumstances. India has a very diverse system and mentioned that it has therefore introduced a 'model prison manual' for use across the whole country. Australia has developed Standard Guidelines for Corrections, the latest version of which was finalized this year.

An enhanced focus on inmates' rights poses obvious challenges and tensions for correctional systems. For example, the Philippines commented that effective prison management can sometimes be "stymied by other agencies like judicial authorities protective of human rights;" and Korea noted that there can be role conflicts for prison staff and an "imbalance between expectations and realities."

5. Prison Populations

(a) General Trends

Appendix B contains statistics, compiled by Hong Kong (China) for the APCCA Secretariat, on the imprisonment rates in the various countries. Naturally, there are large differences in the rates of imprisonment across the region, as measured per 100,000 of the population. From the point of view of prison management, however, the rate per 100,000 is probably less important than trends.

Generally, both the number of people in prison and the imprisonment rate per 100,000 have increased across the region, over both the short and long terms. Some countries have

experienced dramatic longer term change over the past decade. For example, Malaysia's prison population has doubled; Australia's has grown by over 50% (with significant differences between the different States and territories); New Zealand's by 40%; and Japan's by 60%.

In terms of shorter term trends, most papers referred to a steady increase in the prison population (including Australia, Hong Kong (China), Fiji, India, Indonesia, Japan, Malaysia, Mongolia, Pakistan, the Philippines, Sri Lanka and Vietnam). The most dramatic short term change is undoubtedly the Solomon Islands, where the prison population has increased by around 150% over the past two years, as a result of attempts to deal with civil unrest.

In a number of jurisdictions (including Brunei and Macao) the prison population is relatively stable. Canada's prison population was relatively stable for many years but has recently seen a slight increase.

A number of jurisdictions did, however, report a decline in prisoner numbers. Korea has reported the most sustained decline over recent years. Its prison population had steadily increased during the 1990's to over 70,000 inmates but has now dropped by approximately 17% to around 58,000. Over the shorter term, Laos, Singapore and Thailand reported decreasing numbers of inmates. Singapore's declined by around 6.5% in 2003 and Thailand has seen a 20% decline during 2003 and 2004.

(b) Prison Populations, Crime Rates and Sentence Length

A common sense assumption might be that increasing prisoner numbers reflect higher crime rates. However, data provided to this conference confirmed that there is no clear correlation between general crime rates and prisoner numbers. Sometimes, for example, the general crime rate may be stable or declining even though prisoner numbers are increasing (as in parts of Australia, Malaysia and New Zealand)

However, recorded crime rates may mask other trends and developments, including the following:

- ◇ *More serious offenders:* the New Zealand delegation said that there has been a rise in the rate of imprisonment and particularly for violent crimes in length of sentences. Most papers (including Australia, Canada, Malaysia, Philippines, Singapore and Vietnam) mentioned an increasing number of serious drug offenders.
- ◇ *Sentencing changes.* there were suggestions in a number of papers (including New Zealand) that the average length of sentences imposed by the courts is increasing for certain types of crime.
- ◇ *Increased police clearance rates:* in some places, improved policing techniques, such as the use of DNA identification, are increasing the number of crimes that are solved and processed through the courts.

(c) Overcrowding

Virtually every prison system in the region is operating at or above official capacity in one or more parts of its operations. In Australia, the situation varies between jurisdictions and security levels; and although there has been an expansion of capacity over recent years, this has barely kept pace with the rise in the population. India said that its prisons are now operating at 40% above official capacity and Indonesia 22%. Hong Kong (China) described overcrowding as a ‘perennial problem’ and Fiji, Kiribati, Malaysia, Solomon Islands and Sri Lanka face major pressures.

It is important to stress that there is not necessarily overcrowding at all points within prison systems. Many parts of the region (including parts of Australia, China, Hong Kong (China), Malaysia and New Zealand) expressed their commitment to respond more effectively to the situation and needs of women offenders. China also commented that prisons in its more developed coastal regions face the biggest problems.

The brighter points in terms of overcrowding are Canada (where overcrowding is at its lowest level for three years); Macao (China) and Singapore (overcrowding problems have declined with the drop in prisoner numbers coupled with the opening of the first Cluster of the new Changi Prison).

(d) Strategies to Reduce Overcrowding

Governments across the region have examined a wide range of measures to tackle overcrowding. One option is to transfer prisoners from crowded to less crowded parts of the system, but this may conflict with other goals or requirements. As noted earlier, many jurisdictions, including Singapore, have also embarked on ambitious prison building programmes. These are complemented in many instances (such as China, Korea and Malaysia) by renovations of old facilities.

However, it was recognized that wider strategies are needed if issues of overcrowding and increasing prison populations are to be adequately addressed. The papers revealed both ‘front end’ and ‘back end’ initiatives. Front end initiatives aim to reduce the flow of people coming into the prison system. Back end measures aim to release people at an appropriate point in their sentence and to reduce the prospects of them returning to the system. The measures include:

- ◆ *Improved processing of court cases.* This is a particularly important strategy in those jurisdictions such as India which have large numbers of people whose case have not yet been determined.
- ◆ *Prosecutorial discretion.* Changing practices on the part of public prosecutors have played an important role in the recent decline in Korea’s prison population. The

prosecutor's office is said to have moved away from the 'imprison first' policy that had led to a high remand population and to have been prepared to allow bail more frequently.

- ◆ *Diversion of drug offenders.* Thailand has achieved a decline in prisoner numbers by treating many drug offenders in rehabilitation centres rather than sending them to normal prisons.
- ◆ *Increasing the use of non custodial sentences for less serious offences.* This strategy is being increasingly applied across the region. However, it was recognized by Sri Lanka that governments may need to engage with judges and magistrates if such initiatives are to succeed. In Western Australia, legislation in 1996 outlawed prison sentences of three months or less in an effort to reduce the use of imprisonment for more minor offences and in 2004 this was extended to sentences of six months. Despite these initiatives, the prison population has risen steeply.
- ◆ *Reducing imprisonment for fine default.* A number of jurisdictions have introduced initiatives to reduce the number of people imprisoned for fine default.
- ◆ *Parole, remissions and amnesties.* A range of early release options have been used across the region. In Cambodia, for example, a system of 'sentence reduction' was used for 665 inmates in 2003 and an amnesty for 136 in 2004. Parole is an established mechanism in a number of countries and is expanding in a number of other places, including Korea and Malaysia. The most dramatic example is probably Thailand where over 20,000 inmates were given a royal pardon on the Queen's Sixth Cycle birthday.
- ◆ *Home detention and electronic monitoring / tracking.* A number of jurisdictions are implementing or examining schemes for 'home detention' under which offenders are able to live at an approved residence, subject to electronic monitoring. Home Detention can be both a front-end option (an alternative to imprisonment) or a back-end option (an early release scheme). Singapore has found early release home detention to be a most effective initiative and is expanding its scheme. For New Zealand Maori, home detention can include working at or being involved at a Marae, a communal gathering place.
- ◆ *Measures to assist in re-integration and to reduce re-offending.* Many jurisdictions are attempting to reduce the rate at which people return to prison by providing more effective supports on release (see below).

6. Sentenced and Unsented Prisoners

The vast majority of unsentenced prisoners are people who have been ‘remanded in custody’ before or during their trials and the conference papers focused mainly on this group. However, there are considerable regional variations due to different definitions, legal procedures and structural arrangements. Singapore, for example, identifies four groups of unsentenced prisoners – remandees, illegal immigrants and drug detainees and criminal law detainees (who may not be placed on trial). And in Canada and the Philippines, the national correctional systems (which were represented at the conference) only hold sentenced prisoners.

The proportion of unsentenced prisoners varies widely across the region – from less than 5% of the prison population in Brunei to around 70% in India. Most jurisdictions fall in the range of 10% to 30%.

In terms of trends, there is no clear pattern. Some jurisdictions have experienced significant declines in the proportion of remandees. In Macao, for example, the past five years have seen a drop from around 30% to 17% of the prison population. Singapore has also witnessed a decline in unsentenced prisoners but much of this appears to be in the context of illegal immigrants. Korea still has a high proportion (around 37%) but numbers are declining.

However, in many jurisdictions, the remand population is increasing both in numerical terms and as a proportion of the total prison population. The Canadian report stated that “while rates of crime and sentenced custody have generally been decreasing, admissions to custodial remand have been increasing steadily, such that remands constitute a progressively larger share of the incarcerated population.” Malaysia, Australia and New Zealand identified similar trends. In these jurisdictions, the remand population is rising even faster than the sentenced prisoner population. These trends are projected to continue in Australia and New Zealand, where governments are pursuing tougher bail laws, and even though bail support schemes and ‘home detention bail’ are being used or considered. These trends are of particular concern when a significant proportion of remandees are either acquitted or receive a non-custodial sentence.

7. Offender Demographics

(a) Women

Women still form a small percentage of prison populations. However, in most parts of the region, they are increasing both in numerical terms and as a proportion of the prison population. These trends have been noted in recent APCCA reports and are continuing. The lowest rates of female imprisonment appear to be in India and the Pacific Islands (including Fiji, Kiribati, Solomon Islands and Tonga) where women are under 3% of the population.

Most jurisdictions have a figure of between 3% and 7% (Australia, Cambodia, Canada, China, India, Indonesia, Japan, Korea, Mongolia, New Zealand and the Philippines). Laos,

Macao (China) and Singapore have a somewhat higher figure (around 10%). The highest figures for female representation (18-22%) are found in Hong Kong (China) and in Thailand.

(b) Age

As noted in previous APCCA reports, several jurisdictions are experiencing an increase in the average age of their inmates. This was expressly mentioned by Australia, Canada, Korea and New Zealand. As the Canadian report stated, it is an inevitable consequence of the general population ‘getting older and living longer.’

However, a number of papers (including Malaysia, Singapore and the Philippines) also specifically mentioned an increase in the number of younger people coming into the system.

(c) Indigenous and other ethnic groups

Many of the prison systems around the region face issues with respect to the ethnic breakdown of the prison population. In Singapore, for example, Chinese people constitute 76% of the national population but only 45% of the prison population: on the other hand, Malays are almost 14 % of the general population and 38% of the prison population. Indigenous Fijians are over-represented compared with Indian Fijians.

Indigenous populations in Australia, Canada and New Zealand continue to be over-represented at an alarming rate. Indigenous Canadians constitute around 3% of the national population and around 16% of federal offenders. In New Zealand, Maori constitute close to 15% of the national population but around 50% of the prison population (and rising). In New Zealand, Pacific Islanders are also greatly over-represented in the prison population.

Aboriginal Australians are probably the most imprisoned people in the region. Nationally, Aboriginal people constitute less than 4% of the population but around 20% of the prison population. In Western Australia, Aboriginal people fare particularly badly; they constitute around 4% of the State’s population but a rapidly growing proportion of a growing prison population (up from 33% in 2002 to 38% in 2004).

8. Foreign Prisoners and International Transfer

One of the effects of globalization has been an increase in the number of foreign nationals incarcerated in the region’s prisons. Hong Kong (China) and Macao (China) face particular problems with large numbers of inmates from mainland China and illegal immigrants. Malaysia stated that ‘foreign involvement in crime is high’ and noted that in 2003, over 60,000 prison admissions had been of foreigners. Even countries which have traditionally had a homogeneous local prison population (such as Korea) are now seeing an upturn in the number of foreign inmates.

Some countries are not yet active in the area of the international transfer of prisoners, but such arrangements are continuing to develop in other parts of the region. Developments over the past 12 months include:

- ◆ Hong Kong (China) has signed new agreements (and now has agreements with the UK, the USA, Sri Lanka, Italy, Thailand, the Philippines and Portugal) and has initialed texts with France, Israel, Czech Republic, Spain and Russia. Discussions are in train between Hong Kong (China) and Macao (China) and China. However, since the three jurisdictions are all part of one country, there are some complex issues around such proposals.
- ◆ Australia has arranged some prisoner transfers with Thailand and the Netherlands and is negotiating a number of other agreements.
- ◆ Canada has enacted domestic legislation to extend transfers beyond convicted people and to include those who are found not guilty due to insanity or unfit to stand trial.
- ◆ Macao (China) has signed an agreement with Portugal and there have been a number of transfers between Mongolia and Russia.
- ◆ India has enacted legislation (the Repatriation of Prisoners Act 2003) to permit transfers and processes have been initiated for entering treaties.
- ◆ In 2003, Japan ratified the Council of Europe Convention on the Transfer of Sentenced Prisoners and four prisoners have been transferred accordingly. However, this applies to relatively few of its foreign inmates, and Japan is keen to explore arrangements with other Asian jurisdictions.

9. Offender Management and Re-Integration

The papers continue to show a strong regional commitment to developing an integrated approach to offender management in order to promote more effective rehabilitation and reintegration. This has resulted in the development and implementation of improved classification and assessment processes and developments with respect to the provision of treatment programmes that better reach the target groups (see Agenda Item Five).

At times of economic constraint, there is also a strong move towards developing firmer links with other government agencies, non government organizations, the private sector and community groups (see Agenda Item Four and Specialist Workshop 3).

10. Technology

The papers continue to identify the potential benefits of new forms of technology. These include improvements to record keeping and organization, initiatives to enhance security, the use of monitoring and tracking devices, and the use of video and internet technology to facilitate court hearings and to enhance family contact. The exhibitions organized during the conference also showed a wide array of sophisticated hardware and software.

However, there are wide variations in the extent to which such technology is available and several jurisdictions (including Fiji, Sri Lanka, the Philippines and Tonga) commented that funding problems prevent the introduction of such technology.

- ◆ *Record keeping and offender management.* Across the region, jurisdictions have progressively introduced computer-based offender management systems. Cambodia reported that it is developing an improved computer based prisoner record system, Korea has a new integrated correctional administration data network, and Malaysia is rolling out a new Offender Management Information System across the prison service. In Australia, all jurisdictions have introduced offender management databases but systems in different parts of the country and in different parts of the justice system (eg police, courts and corrections) do not readily ‘talk’ to one another.
- ◆ *Enhancing security and tracking offenders.* A number of jurisdictions are introducing (or have introduced) technology to ensure accurate identification of people, such as iris recognition systems (Macao (China)) and new systems of ‘biometric technology’ (Brunei and Malaysia). Some prisons in Australia have introduced ‘smart card’ technology which monitor movements around prisons more effectively and at lower cost and which can be used by prisoners to keep track of their prison accounts and expenditure. A number of jurisdictions, including Australia and New Zealand are also considering trials of GPS tracking equipment (which allows active monitoring of an offender’s whereabouts) to enhance home detention as an option.
- ◆ *Video and internet links.* In many parts of the region, video links are regularly used to facilitate justice system hearings with judicial officers (for example, on bail), parole boards and the like. Such technology also has potential benefits for improving family contact. In most parts of the region, it has still to be used extensively for such purposes but Hong Kong (China), Korea and Singapore have pioneered such practices. Whilst ‘tele-visits’ can never entirely replace personal contact, these are initiatives that seem worthy of expansion, especially in geographically dispersed countries or where there security concerns restrict face to face visits.

These new systems have many advantages but experience in some counties also shows their limitations and potential pitfalls. At worst, as the Canadian paper said, the increased use of technology creates opportunities for crime. In Australia, mobile phones have been found in a number of prisons and Thailand mentioned that it had experienced cases of prisoners ordering drugs over the internet.

11. Conclusion

The papers and presentations on this Agenda Item were of a high standard and conference participants were greatly assisted by the use of Powerpoint presentations. This allowed the different jurisdictions to articulate their major themes and issues in a clear and concise format.

As always, issues of funding and overcrowding were the dominant themes and as a result, the 2005 conference in Korea will include a specific agenda item to examine how it is possible to maintain or improve prison services under such constraints. Another major theme was the expanding focus on human rights across the region - an issue that will generate challenges for many years ahead.

However, one of the most important aspects of APCCA is that participants can develop a perspective on other jurisdictions' problems and issues, and are able to reflect upon changes that have occurred over a period of time. Discussion of problems such as funding and prisoner numbers can be bleak, and it is important not to lose sight of positive longer term achievements. There is no doubt that many of APCCA's members have managed to make great improvements to their systems over the past decade.

Agenda Item Two

The Roles of Community / Public Sector Agencies and Families in Successful Reintegration

Introduction

It is widely recognized that mechanisms to enhance the chances of an offender's "reintegration" (or "re-entry") into society are an essential part of any strategy to reduce recidivism. However, the issues are extremely complex. The word *reintegration* appears to assume that the offender was well integrated in society prior to his / her imprisonment, but worldwide evidence is that many prisoners were not well integrated. In many countries, the "typical" prisoner does not have good life skills, educational or trade qualifications, work experience or stable housing. As discussed at recent APCCA conferences, many also experience serious substance abuse and health problems (both physical and mental). Some reports (especially in the United Kingdom) have described this phenomenon as "social exclusion".

Issues of social exclusion and reintegration clearly go far beyond Correctional Departments. Other State agencies, community organizations and families are at least as important. The role of various agencies and groups varies between jurisdictions. For example, in some countries, community organizations appear to be well-established, with clear and well-defined roles. In others, this may not be the case. Family structures also differ to some degree across cultures and countries.

This paper summarises conference discussion and written submissions from Australia, Brunei, Cambodia, Canada, China, Hong Kong (China), India, Indonesia, Japan, Korea, Laos, Macao (China), Malaysia, New Zealand, Singapore, Thailand and Vietnam.

1. Problems of Reintegration

All the papers recognized that the process of successfully reintegrating an offender into the community does not begin at the time of release. The process begins at the time when the needs of the offender are assessed at the time of reception for rehabilitative purposes. This paves the way for the offender to be better prepared for reintegration upon release. For example, Brunei and Malaysia aim to adopt a "wholistic approach" by implementing rehabilitative programmes which include civics/religion, physical, psychological, social/educational/vocational, and moral issues.

For an offender to be successfully reintegrated into the community, it is important to have strategies in place to address the needs and support required by the individual offender. Most countries view the reintegration process as a challenging one. As aptly put by Macao (China), factors such as family support, employment, accommodation, financial support,

social acceptance, education, life skills and occupational skills influence the process. All papers share the view that if offenders are provided with support in these areas (pre-release and post-release), they are more likely to make a successful transition from prison to the community and are less likely to reoffend. Cambodia is currently formulating a management framework to facilitate the reintegration process for its inmates.

This section focuses on four problems of reintegration shared by all countries.

(a) Lack of family support

Weak or lack of family support is the most challenging problem shared by most countries. Positive family support is often crucial in terms of providing accommodation, emotional and financial assistance to the released prisoner. China takes the view that family members can psychologically influence their loved ones and hence are in a better position to assist them to be good citizens.

The papers reveal that family circumstances can present a number of complex dilemmas in terms of a prisoner's reintegration. A strong and supportive family situation is likely to enhance a prisoner's chances upon release but a dysfunctional family situation is likely to reduce their chances. Sometimes, difficult family circumstances (such as substance abuse, poor housing and family violence) may have contributed to the reasons why the person was imprisoned in the first place; and yet the prisoner may be returning to precisely the same circumstances. The existence of such "environmental risks" within the family home (or indeed in the community) may not be a conducive environment for a successful reintegration.

The breakdown in family support may also occur when prisoners are physically displaced from their family or community. For example, in Australia, it can be very difficult for Aboriginal prisoners to maintain close contact with their family who live in remote communities. Families may not have sufficient funds to travel great distances for visits. In other cases, the prisoners' family members disown them due to embarrassment or anger. There have been instances when Indigenous community members are reluctant to accommodate the prisoner upon release for fear of their own personal safety. Cultural "payback" issues may even discourage the prisoner from returning to his or her own community for fear of punishment by the community.

For these reasons, many countries have been or are in the process of, working closely with family members in order to address issues within families and to provide support to the families of released prisoners. Some jurisdictions such as Hong Kong (China), New Zealand and Singapore have taken proactive measures to engage family members as key partners in the reintegration process. Where there is no family support, there is an increasing reliance on community organizations and/or public agencies to fill this gap.

(b) Lack of suitable accommodation

All countries acknowledge that released prisoners who have no family support often find it difficult to secure suitable and long term accommodation. In Malaysia, ex-prisoners who have no support and who cannot afford to pay rent have, in some cases, resorted to sleeping under bridges. According to a recent study conducted in Western Australia, one third of its adult prisoners (2,014) and 527 juvenile offenders are expected to have accommodation problems. Twenty-one percent of its women prisoners also face this bleak prospect.

Prisons Departments in most jurisdictions acknowledge that they need the support of other public agencies and community organizations to alleviate the problems of finding suitable accommodation.

(c) Employment problems

There are two aspects to the problem of employment. The first relates to the prisoner's ability to obtain a job of any sort. The second is the ability to secure long-term and/or suitable employment. These problems generally reflect:-

- ◆ The prisoner's lack of education and work skills.
- ◆ The prisoner having little or no employment record prior to incarceration.
- ◆ The social stigma attached to a prisoner and employers' reluctance to engage ex-prisoners. To increase its ex-prisoners' employment prospects, Korea's Corrections Bureau has a fidelity guarantee whereby potential employers who have suffered loss or damage caused by ex-prisoners may claim a maximum of \$40,000 in compensation.

(d) Lack of community acceptance and support

The community's negative perception of ex-prisoners and inaccurate publicity in the media about ex-prisoners and correctional operations can result in poor community involvement in the reintegration process. In Korea, this problem also led to correctional-related matters being given a low priority in government funding allocation, which has adversely impacted upon reintegration initiatives for inmates. However, this problem is gradually diminishing in Korea due to increased public awareness of the importance of community involvement in the reintegration process of ex-prisoners.

The Australian Capital Territory (ACT) does not have a prison and prisoners are incarcerated in New South Wales. As a result, there are "significant difficulties associated with the reintegration of ACT prisoners into the ACT community". The same problems apply in jurisdictions where prisoners are displaced from their communities due to geographical distances.

(e) Other associated reintegration problems

Some jurisdictions also encounter other problems such as:-

- ◆ Lack of adequate service delivery and difficulties in achieving continuity in post-release supports, supervision and health/mental care in the community.
- ◆ Services not being offered in the areas which require them (New Zealand). The geographical size of Australia, for example, makes it difficult to deliver the required services to remote Aboriginal Communities.
- ◆ The variety of cultural and language differences can impede communication and service delivery. This applies to foreign and Indigenous prisoners.
- ◆ Habitual offenders who view crime as their main profession may resort to reoffending when released into the community (India).
- ◆ Victim-related issues (Canada and New Zealand).
- ◆ Lack of information provided to released offenders as to the services and support available to them in the community.
- ◆ Drug offenders may find the reintegration process a stressful transition and may resort to substance abuse again (Malaysia) if there are no adequate support structures.
- ◆ Funding problems which affect the availability of treatment programmes and reintegration initiatives.

2. Inter-Agency Collaboration with Public Sector Agencies and the Community

Most prisoners will, at a future date, return to the community. Generally, a successful reintegration process is one which provides a gradual, structured and supervised release which considers public safety and which involves public sector agencies and/or community organisations as partners. Most jurisdictions share Singapore’s view that “Changing Lives involves a wide range of services that go beyond the boundary and expertise of Prison Service.”

In terms of public sector agencies, reintegration is likely to involve a range of government services that go beyond the boundaries of prisons/corrections. Sometimes, for budgetary and other reasons, it can be very difficult to ensure effective inter-agency collaboration within the government sector. This is especially true when ex-prisoners are likely to be seen as “difficult” and “expensive” clients. However, all papers acknowledge the importance of partnering with the various public sector agencies as well as community organizations for pre-release and post-release supports in areas such as housing, education, employment, financial assistance and social support. Therefore, in some jurisdictions such as Canada and China, public sector collaboration is incorporated in its legislative framework. New Zealand has established a Memorandum of Understanding with the Ministry of Housing, Inland Revenue Department and the Ministry of Social Development

Most countries rely heavily upon the goodwill of community organizations and non-government organizations (NGOs) to assist in the rehabilitation and reintegration of

offenders. The main community agencies include various religiously-based organizations and renowned organizations (such as Rotary Clubs). The Correctional Services of Canada has a long history of partnerships with organizations involved in the criminal justice system and an extensive network of 10,000 volunteers (individuals, community organizations, community-based agencies and families). They provide supportive activities, programmes and services to offenders in institutions, including supervision in the community and post-release support.

Generally, depending of the type of public sector agency and community organization, the service and support they offer may extend from the time the offender is in custody, through to post-release. These include:-

- ◆ Counselling, mentoring and religious services
- ◆ Vocational and educational programmes
- ◆ Scholarships
- ◆ Support which meets the cultural needs of the prisoner and the family
- ◆ Housing assistance or links to accommodation options
- ◆ Community-based treatment programmes such as substance abuse and alcohol
- ◆ Support which meets the specific needs of the prisoner (for example, support which addresses cultural issues, mental health issues, drug issues)
- ◆ Support which meets the needs of women prisoners

In some countries, there is recognition for the need to provide tailored and culturally relevant support to prisoners and their families. In Western Australia, the Community Re-entry Coordination Service was established in 2003 to provide tailor-made support to prisoners. In Australia, the Cross Border Justice Project seeks to address the justice related needs of people living in remote Aboriginal Communities in the cross border region of Western Australia, South Australia and the Northern Territory. These remote communities experience problems such as high levels of family violence, sexual abuse, and substance abuse, and relatively limited access to support services. The project aims to “develop collaborative relationships across jurisdictions and agencies to improve and co-ordinate the delivery of justice services” and to provide the necessary services to prisoners on return to these communities.

These organizations are generally involved by way of a Memorandum of Understanding, contractual arrangements, consultancy, or tendering. Some organizations render their services free of charge.

(a) Provision of Educational, Vocational, and Treatment Programmes

Most jurisdictions (such as Brunei, Canada, China, Hong Kong (China), Japan, Singapore and Thailand) have involved public agencies (such as Labour and Social Welfare Departments) to conduct vocational, educational and treatment programmes to prisoners during their period of incarceration in order to enhance their prospects of employment upon release. The Singapore Corporation for Rehabilitative Enterprises provides vocational training and jobs to inmates. The same occurs in Korea. Various agencies are contracted to

assist prisoners before and after discharge in practical matters such as writing job applications, developing resumes and job search strategies.

Successful strategies have included the establishment of workshops within prisons to teach inmates work skills in order to improve employment prospects. Sometimes (as in Brunei, Indonesia, Hong Kong (China), Malaysia, and Thailand), prison workshops also provide a range of services (such as laundry, plumbing, welding and landscaping services) and products (such as leather and rattan goods, furniture and uniforms) to public sector agencies and the communities. This aims to dispel negative public perception about ex-criminals.

In Brunei, Indonesia and Malaysia, there is significant public sector involvement (for example with the National Narcotics Agency) to deliver drug treatment programmes, life skills programmes, financial counselling, and vocational training within prisons. Upon release, aftercare support is provided to help ex-prisoners to adopt a drug-free lifestyle. Brunei will be introducing a scheme to enable drug offenders to continue with their studies in technical institutions in the community to assist their employment prospects. Hong Kong (China) has a Bursary Fund and funding from the Hong Kong Jockey Club to assist released prisoners in their educational pursuits. Queensland (Australia) has a Post Release Employment Assistance Programme which is funded by the Queensland Department of Employment and Training to assist prisoners to find and maintain employment.

(b) Accommodation

Most jurisdictions work in partnership with their respective Housing Authorities or community organizations. Canada offers low cost housing alternatives for released prisoners whilst Korea has a Basic Livelihood Security System, Rehabilitation Agency and a One-Stop Protection Management” programme to assist inmates to make a smooth transition into the community.

In Western Australia, there is a pilot Transitional Accommodation Programme whereby non-government organizations provide temporary accommodation (6 months) to released prisoners. For released prisoners who are not ready to return to their own homes, Thailand offers half-way houses which are run by the Department of Corrections and a private agency called Christian Prison Ministry. Half-way houses also exist in Japan, Malaysia and Brunei.

3. Family Issues

Where a prisoner has no family support, many jurisdictions have established support services to rebuild social networks. For example, the Hong Kong Social Welfare Department has a team of officers who visit released prisoners regularly and provide counselling and other services.

◇ *Strategies to develop and maintain family relationships during a prisoner’s incarceration*

In most countries, the prisoners maintain family contact through personal visits (open and closed), telephone, mail, and conjugal visits (for example, Canada offers a Private Family Visiting Programme). In Singapore, the Internet Home Televisit is a means of maintaining links with the family, without the need of being physically present at the prisons. In Tasmania (Australia), there is a pilot *Prisoners and Their Families Programme* which offers parenting programmes, “Dads and Mums Days” which provides pre-release and post-release support to families. Various non-government organizations in Hong Kong (China) provide counseling services, educational seminars, and organize family gatherings. Save the Children in Hong Kong organizes an escort service for young children to visit imprisoned parents in rooms furnished with toys, books and games. Where family support is lacking, Hong Kong (China) has established a telephone hotline manned by social workers from non-government agencies to provide guidance and crisis intervention services.

In the majority of the countries, offenders and their families are supported by providing practical assistance, counselling or advice and linking them to other available community-based resources and support networks.

◆ *Strategies/programmes to address issues of family relationship*

In Brunei, psychological counselling is provided to inmates and their family, and continues as an aftercare service. Canada has a pilot programme to inform offenders about the effect of crime and incarceration on their families. In some countries, family violence programmes are offered to families and offenders.

◆ *Strategies to keep families informed about the progress of prisoners*

Due to privacy legislation in countries such as Australia, Canada and New Zealand, there are privacy requirements to be observed on the provision of information about individual prisoners. However, in Brunei, family members (and the general public) are invited every three months to visit drug rehabilitation centres so that they can observe the delivery of treatment and rehabilitation programmes to drug offenders. This serves to create a better understanding and rapport between drug offenders and their family, and promotes public awareness.

4. Conclusion

Over the past few years, key challenges in the reintegration of offenders have emerged due to the ageing population, unemployment issues, homelessness, mental health issues, and the community’s limited acceptance of offenders (particularly sex offenders) returning to the community. Most jurisdictions have in place intervention strategies and programmes to address the needs of the offender, including substance abuse, sexual offending, violent offending, education, life skills, and family violence.

There is acceptance by all jurisdictions that meeting these challenges is a complex process which requires strong inter-agency collaboration with the public sector agencies and links with community organisations and the community as a whole. This is important to promote and develop family relationships, affordable housing, financial support and budgeting, stable employment, mental and physical health supports, including counseling and supervision, and relapse prevention strategies. However, the types and levels of intervention and programmes offered depend upon the services offered by the various agencies and financial resources.

The advantages of collaborating with public agencies and community organizations include the following:-

- ◆ Reduces duplication of resources
- ◆ Maximizes the effectiveness of investments
- ◆ Enhances the integrity of correctional institutions
- ◆ Strengthens the support and services provided to released offenders and their families
- ◆ Provides the ability to respond to community expectation and safety
- ◆ Identifies priorities and allocation of resources
- ◆ Provides opportunities for offenders to be involved in the community through these organizations

In conclusion, inter-agency collaboration with public sectors and community organization is essential to the success of reintegrating released prisoners into the community. As the Canadian paper put it, such partnership is “an investment in the future, an investment in prevention of crime and the prevention of re-offending”.

Agenda Item Three

Preventing and Containing Infectious Diseases

Introduction

Infectious diseases have presented management problems for as long as prisons have existed. Prisons are closed environments and people tend to live in close proximity to one another, in conditions in which it may be difficult to contain the spread of disease. Further, inmates who have existing health problems prior to their entry into prison may contribute to the risk of spread of diseases with them. It must also be remembered that prison authorities owe a duty of care to a wide cross section of people, including prisoners, uniformed staff, clerical staff, medical staff and visitors.

The type and nature of diseases may change over time. In some jurisdictions, long-standing diseases such as Tuberculosis (TB) remain a problem in both the community at large and in prisons. In other jurisdictions, the main areas of concern are of more recent origin, with a growing focus over the past 15 years on blood borne viruses such as HIV/AIDS and various forms of Hepatitis.

These ongoing problems can sometimes be exacerbated by the sudden outbreak of new strains of influenza or of treatment-resistant diseases. In 2002-2003, many parts of Asia were affected by an outbreak of Severe Acute Respiratory Syndrome (SARS). SARS caused consternation throughout society because its causes were unknown, it proved fatal in many cases, and its treatment was uncertain. There is also evidence of new treatment-resistant forms of TB in parts of the world. This inevitably caused prison administrators to question how best to respond to such uncertainty in a potentially volatile environment. Prevention is better than cure and doctors rather than prison administrators are responsible for treatment.

This paper summarises the points raised in the discussion and in written submissions from Australia, Brunei, Cambodia, Canada, China, Hong Kong (China), India, Indonesia, Japan, Korea, Macao (China), Laos, Malaysia, New Zealand, Singapore, Sri Lanka, Vietnam, and Thailand. It identifies the challenges faced by prison administrators and practical advice on the strategies and techniques adopted in order to prevent and contain infectious diseases.

1. Types of Infectious Diseases

The types of infectious diseases identified in the country papers can be classified as follows:-

- ◆ Vaccine-preventable and air borne diseases (such as meningococcal disease, rheumatic fever, TB and influenza)
- ◆ Blood and tissue borne diseases (Hepatitis C, HIV/AIDS, Creutzfeldt-Jakob disease)

- ◇ Sexually transmitted infections (HIV/AIDS, syphilis, Hepatitis A and B, chlamydia and gonorrhoea)
- ◇ Food-borne enteric disease (salmonella, listeriosis, Hepatitis A and botulism)
- ◇ Hospital-acquired infections and antibiotic-resistance (legionellosis, penicillin-resistant pneumococci, surgical-site infections and blood-stream infections)
- ◇ Mosquito related infectious diseases (malaria and dengue hemorrhagic fever)

Some countries have also encountered other less serious types of infectious diseases. For example, a high percentage of inmates in Cambodia and Sri Lanka suffer from skin infections (such as scabies, leg ulcers, fungal infections and parasite skin infections) due to poor sanitary conditions and overcrowding in prison.

The main areas of concern for the Northern Territory (Australia) are TB, chlamydia and gonorrhoea. There was one reported case of leprosy in New South Wales (Australia). In Singapore, the average number of infectious diseases detected each month in 2003 was 15.8 for conjunctivitis, 9.5 for chickenpox, 4.4 for TB, 1 for dengue fever, 0.7 for Hepatitis B and 0.3 for syphilis. In Vietnam, the enclosed prison environment and climatic conditions make it a challenge to prevent the spread of typhoid, hemorrhage fever, influenza and diarrhea amongst prisoners. Between 2002 and October 2004, there were 18 epidemic incidents in 12 Vietnamese prisons with more than 2,500 inmates infected with a range of illnesses.

2. Prevalence of Infectious Diseases

Although most countries have a similar list of infectious diseases, the prevalence of the diseases differs between the countries. The three common infectious diseases raised in nearly all the country papers are HIV/AIDS, Hepatitis and TB. It was noted by Australia and Canada that their inmates do not undergo compulsory medical examination. Hence, there may be under-reporting of figures on the prevalence of diseases in both these countries.

(a) HIV/AIDS

HIV/AIDS is a major problem in countries such as Canada, China, Indonesia, Malaysia and Thailand. In Thailand, the “unique nature of the disease ... is further compounded by the current difficulties faced by the department such as overcrowding, lack of adequate infrastructure and health staff”.

Indonesia described HIV/AIDS as a time-bomb for inmates. A survey conducted in seven of its prisons revealed that a large number of inmates was infected with HIV/AIDS.

In Malaysia, statistics for 2004 indicate that out of a total of 20,024 inmates, 1,479 tested positive for HIV/AIDS. There were 137 deaths resulting from HIV/AIDS in prison in 2001, and this rose to 183 in 2003. Between January and July 2004, 95 deaths have been reported. In Vietnam, the “infection of HIV/AIDS is a common phenomenon in most prisons in the whole country”. As at the end of May 2004, 16.3% of its prison population was infected with HIV/AIDS and due to overcrowding, many inmates with HIV/AIDS also have Hepatitis B and TB.

In Canada, the rate for HIV/AIDS is 7 to 10 times higher in prison than in the general population. Its statistics for 2003-2004 indicate that 80% of its prison population of about 12,400 have a substance abuse problem. These inmates are highly vulnerable to contracting HIV, Hepatitis B and C because of drug use by injection. Over the past 10 years, Canada has seen a shift in the causes of HIV/AIDS from unprotected sexual activity to behaviours associated with intravenous drug use.

In 2003, collaboration between the Ministry of Justice of China and the Ministry of Health on the prevention and control of infectious diseases has resulted in the production of a strategic plan and a schedule for the prevention and control of AIDS by the Ministry of Justice. Experts have also been invited to train doctors and nurses in prison. Similar strategies have also been adopted by other countries such as Malaysia, Indonesia, Thailand and Vietnam.

(b) Hepatitis

In Australia, Hepatitis B is a growing concern. In 2002, there were around 28 cases in New South Wales (Australia). In 2002, this increased to 42 (of whom 6 were women). Statistics in Malaysia reveal that there were 99 cases of Hepatitis between 2000 and June 2004.

In New Zealand, there is limited evidence on the prevalence and spread of communicable diseases in its prisons. However, the New Zealand paper noted that in 1998, 64% of intravenous drug users were infected with Hepatitis C, of whom 37% had been in prison. Of those who had been in prison, 38% had shared needles and syringes with others. Such high risk behaviours increase the risk of others contracting Hepatitis C and other communicable diseases.

At the end of December 2002, 25.4% (3,173) of inmates in Canada were diagnosed with Hepatitis C and women prisoners had a higher rate of Hepatitis C infection (33.7%) than their male counterparts (25.2%).

(c) Tuberculosis (TB)

In Hong Kong (China), TB constitutes 46%-79% of all cases of serious infection in prison compared with 23% in the community. Similarly, TB is a health problem amongst prisoners in Thailand (1,226 per 100,000) and Malaysia (144 cases as at June 2004).

In Korea, it was noted that over the past 5 years, inmates infected with TB are on a gradual decline (from 166 in 2000 to 139 in 2004) whilst the number of AIDS cases is on the rise (from 4 in 2000 to 14 in 2004). Hansen's disease (leprosy) is ranked third after TB and AIDS, but this has stabilized over the past 5 years with the number of reported cases ranging between 4 and 8 in each year. In Macao (China), 68 of its 900 prisoners have some form of infectious disease, including 8 for HIV, 58 for hepatitis and 2 for TB.

3. Preventing and Containing SARS

On 12 March 2003, the World Health Organisation issued a global alert on the outbreak of SARS in Hong Kong (China), Vietnam and the Guangdong province of China. Hong Kong (China) had 1,755 SARS cases in the community, including 299 deaths, whilst Singapore had 238 cases with 33 deaths.

Whilst many parts of Asia were affected by the outbreak of SARS in 2002/2003, the prison departments in countries such as China, Hong Kong (China), Macao (China), Malaysia, Singapore, Thailand and Vietnam were swift in taking action to develop strategies to prevent and control the disease in conjunction with the Department or Ministry of Health. Vulnerable countries such as Hong Kong (China) and Singapore adopted a stringent approach to implement a “comprehensive and coordinated plan to combat SARS on multiple fronts”. As a result, no prisoner contracted SARS except in China. With over 1.5 million inmates in prison in China, it was remarkable that there was only one reported case of SARS.

Firstly, several pre-emptive measures were adopted by the countries to prevent and reduce the probability of a SARS outbreak in prisons. Preventive safeguards were not restricted to inmates but extended to staff, visitors, equipment and vehicles entering and leaving the prisons. Secondly, responsive strategies were developed to combat SARS in the event of an outbreak.

Pre-emptive measures included the following:-

- ◆ Compulsory screening of inmates, staff and visitors before entry.
- ◆ Educating staff and inmates about SARS and the importance of good personal hygiene.
- ◆ Protecting staff, inmates and visitors with protective gear (surgical gloves, gowns or masks).
- ◆ In Hong Kong (China), social visits were reduced or postponed.
- ◆ Disinfecting all prison areas regularly.
- ◆ Limiting the number of vehicles entering the institutions, and disinfecting those which were admitted.
- ◆ Conducting temperature checks on staff and visitors prior to their entry into the institutions.
- ◆ Discouraging overseas travel. In Brunei, restrictions were imposed on staff travelling abroad unless on urgent matters. In Macao (China), prison staff were required to fill in a declaration form if they had to travel overseas.

4. Prison Accommodation and Prisoner Placement

As put aptly by Canada, the results of two extensive reports “point to the need to move from individual-based health care to a more population-based perspective, which includes health promotion, increased screening, early detection and effective treatment. A population health approach provides services to individual inmates, and at the same time, takes into account the health needs of the whole inmate population.”

(a) Air-borne Disease

All countries view air-borne diseases to be of paramount concern as they can spread more easily and quickly than other forms of infectious disease. Thailand stated that if SARS or Bird Flu had filtered into its prisons, the consequences would have been disastrous, particularly as each dormitory cell accommodates 50 to 100 prisoners. In Sri Lanka, overcrowding in prison means it is a “Herculean task” to prevent the spread of infectious diseases such as HIV, TB, Hepatitis, skin infections, measles, smallpox, influenza and diarrhea. In order to manage communicable diseases, Cambodia has revised its Prisons Health Operating Manual and Guidelines including training for staff. Changes in policy, prisoner classification, and increases in out of cell hours have improved the conditions in some prisons.

The containment strategies adopted differ according to the type and seriousness of the particular air-borne disease. In the case of TB, most countries adopt the policy of segregating inmates (infected and suspect cases) in a respiratory isolation ward within an institution. Where no such facility exists, the inmates are transferred to the nearest community hospital for treatment. To reduce contamination, all clothing and bedding are either disinfected or destroyed. In Korea, all TB inmates are transferred to the Junju Correctional Institution for treatment. However, in Sri Lanka, isolating prisoners with TB is “impossible due to congestion in prisons”. This problem is further exacerbated with the sharing of food, utensils and bedding between TB infected and non-infected prisoners. TB is an acute problem in Thailand due to poor TB control system, overcrowding, poor hygiene conditions and malnutrition in some prisons. In 2002, a number of strategies were implemented in collaboration with the Ministry of Public Health, the Department of Corrections and the Ministry of Justice (such as improved tests detect TB and assessment records of treatment outcomes).

As for influenza, most countries allow those infected to remain with the mainstream prisoners. Japan, on the other hand, prefers to quarantine infected inmates in hospital rooms. In New Zealand, inmates who are at risk of contracting influenza are vaccinated whilst Canada offers the vaccine to all its prisoners.

In 2003, Thailand experienced a significant outbreak of Bird Flu in many of its regions, but there were no reported cases in its prisons. Guidelines were issued to the Corrections Department in Thailand on preventive measures, cleaning and disinfecting poultry pens, and personal hygiene of poultry staff.

(b) Blood-borne Diseases

Different countries have adopted different practices on the management of inmates with blood-borne diseases. Hepatitis C and HIV/AIDS is transmitted through intimate body contact or from sharing needles (for example, in tattooing or intravenous drug use). Practices vary across the world in terms of the placement of infected inmates. Some jurisdictions segregate them but in many parts of the world, the policy is now one of

integration unless the inmate engages in risky or predatory behaviour. Where the policy is one of integration, the general approach is that staff and inmates should take precautions in all cases where there might be any problem of infection.

In countries such as Canada, Japan, New Zealand and Australia, the policy is not to segregate inmates with suspected blood-borne diseases from other inmates while treatment is administered. For Canada, the segregation of such inmates is viewed as a violation of human rights and it is considered that segregation would stigmatize the infected person. Instead, all prisoners in Canada are encouraged to practice “harm reduction” in and outside prison as a means of preventing the transmission and acquisition of infectious diseases. In Laos, inmates are treated by in-house medical staff; however, seriously ill inmates are treated in hospital.

By contrast, countries such as Macao (China), Korea, Singapore and Malaysia isolate infected inmates as a precaution against the spreading of the disease. In Korea, new inmates who are suspected of having HIV /AIDS are subjected to periodic blood tests. These include inmates who have been charged with drug related offences; those who have worked in the sex industry; and those who have worked on ships.

5. Testing and Confidentiality

Again, different jurisdictions adopt different policies with respect to the testing of inmates for infectious diseases and the confidentiality of an inmate’s medical status. In some jurisdictions, that information is known only to a handful of people such as medical staff and superintendents. However, other jurisdictions take the view that such information should be more widely known.

Jurisdictions such as Brunei, , Japan, Malaysia, Macao (China), and Sri Lanka have compulsory medical screening for all prisoners upon admission for HIV/AIDS, TB and Hepatitis. In Canada, medical screenings are conducted on a voluntary basis for new inmates, but they can request to be screened at any time during their incarceration period. Canadian inmates who have been screened for HIV/AIDS are also provided with pre-test and post-test counselling. In Japan and Thailand, inmates are only screened for HIV with their consent. Queensland and the Northern Territory (Australia) conduct compulsory testing on prisoners for blood-borne diseases, but it is voluntary in other Australian states.

In New Zealand, a trial for the screening, assessment and treatment of communicable diseases in prisons was conducted at a men’s prison between January and June 2003. The preliminary findings of the trial indicate that screening should become a routine procedure for new inmates. In Hong Kong (China), all prisoners are checked for TB, and those infected are given treatment.

On the issue of confidentiality of an inmate’s medical status, countries such as Australia, Canada and New Zealand have legislation which protects the privacy of an individual’s medical record. Therefore, an inmate’s health information is kept in confidence by prison health services and can only be released with the individual’s consent. However, in New

Zealand, such information may be disclosed or shared - in terms of providing general advice about how the individual's custodial management can be managed safely and humanely but without disclosing personal details about the individual's health status - without the inmate's consent in limited circumstances (or, for example, for court proceedings or to prevent a serious threat to public health or safety). On the other hand, in Western Australia, prison officers have the right to be informed if a prisoner has a blood-borne disease (but not of the type), and Prison Superintendents are informed of all HIV prisoners. In Queensland, the staff responsible for the placement of prisoners are informed of prisoners with HIV. By contrast, the health information of an inmate in Singapore and Malaysia is accessible to selected staff, particularly those who come into close contact with the inmate in question.

6. Education Programmes for Staff and Prisoners

The well-known phrase "prevention is better than cure" rings true for countries which aim to prevent and contain the spread of infectious diseases in prison. Therefore, education is one important tool in achieving this objective.

Generally, all countries accept the importance of providing health education for inmates and staff and ways of adopting a healthy lifestyle. Educational programmes are offered at various stages of an inmate's incarceration (particularly during the first few months of admission) by health professionals, counselling officers and prison health staff. Inmates are also encouraged to take a proactive role in establishing peer support groups and to produce their own educational materials regarding infectious disease transmission and prevention, and risk behaviours.

In some jurisdictions such as Canada, China, Indonesia, Malaysia, Singapore, and New Zealand, educational information includes topics on drug use, harm reduction measures and healthy living. In others, specific programmes or units have been devised to alleviate the respective health issues. For example, in New South Wales (Australia), the Alcohol and Other Drugs HIV and Health Promotions Unit provide programmes and services to all inmates to minimize the transmission of communicable diseases. Canada has a training programme for inmates to become "peer educators" to other inmates, with a "Women's Component" which provides information on how infectious diseases affect women. In Hong Kong (China), medical and psychological staff educate inmates to promote better understanding of their diagnoses and treatment regimen.

In Malaysia, the Prison Regulations impose a duty on the Prisons Department to provide health education to all prisoners by establishing libraries for prisoners and arranging lectures (delivered by the Ministry for Health) to create an awareness of infectious diseases. In June 2004, the Malaysian Prison Department attended a meeting in Kuala Lumpur with UNICEF and other government and non-government agencies to consider global issues on AIDS and developed a "Country Team Theme Group on HIV/AIDS Malaysia 2004".

China acknowledges that they have an "unbalanced development of infectious disease prevention in different areas of China". The main issues facing China are how to segregate inmates who are infected with HIV/AIDS and how to improve ways of preventing the spread

of infectious diseases in prison. On the latter, emphasis is on leadership and understanding, education and training, research, and assessment and evaluation of prevention methods in each prison. Two books were published in 2003 to address these issues.

With respect to staff education, most countries provide manuals or Codes of Practice to staff on the management and prevention of infectious diseases. In some places, staff are encouraged to attend conferences and workshops to keep up to date with new developments and preventive strategies. Korea has a Legal Research Institute which provides education to its staff, whilst staff in Macao (China) and Sri Lanka attend lectures and health clinics. New prison officers in New Zealand undergo a module on infectious diseases including training in the management of blood and fluid spills. A similar training programme is offered on a regular basis to staff in Japan, and in Canada, all staff have access to an “online” infectious diseases module.

7. Provision of Syringes, Condoms and Other Devices

Blood-borne diseases present a range of problems for prison management in terms of balancing “harm minimization” with other aspects of prison management. For example, the harm caused by the spread of disease by shared needles could be addressed by providing syringes to prisoners. However, the provision of syringes can pose security problems and could be construed as the prison authorities ignoring criminal activity within the prison. The provision of condoms to prisoners is also a controversial issue in many jurisdictions – especially where homosexual activities may constitute a criminal offence under the general law.

Due to differences in values, cultures and the law, prison administrators in the Asia and Pacific region adopt different views on the provision of certain harm minimization devices. In Canada, condoms, dental dams and water-based lubricant must be made available to prisoners without them making a request. Bleach is available for cleaning syringes and tattooing and piercing equipments. Canada is also implementing a pilot tattooing programme to educate inmates about sterile tattooing practices. In New Zealand, a trial is underway to provide bleach tablets, condoms and dental dams to inmates.

In Australia, prisoners are not supplied with syringes nor do they have access to professional tattooists. However, bleach and condoms are available to prisoners in New South Wales whilst condoms are supplied on request by prisoners in the Australian Capital Territory. In Canada and some Australian jurisdictions, interventions for drug dependence are available. New Zealand is currently reviewing a protocol on methadone maintenance and withdrawal treatment.

In most Asian prisons, tattoos, drugs and sexual activities are strictly prohibited by law. Nevertheless, some harm minimization measures have been implemented in those prisons. For example, in Malaysia, razor blades are sterilized with bleach by the barber, and canes which have been used to inflict corporal punishment must be cleaned with bleach before being used for other inmates.

8. CONCLUSION

The country papers and discussion at the conference reveal a number of important factors:-

(a) Funding and overcrowding

The majority of the countries continue to experience financial constraints in the management of prisons and inmates. This is an important issue particularly in the prevention and containment of infectious diseases in prisons. In Sri Lanka, financial constraints have led to overcrowding in prisons, sharing of utensils and bedding amongst prisoners, and inadequate provision of medical services and treatment to prisoners. Overcrowding continues to be a problem in other countries such as Malaysia and Thailand. Such an environment does not assist in preventing and containing infectious diseases.

The Department of Corrections in New Zealand, on the other hand, has successfully secured an additional \$4.7 million to fund its operational infrastructure capacity for primary health care in prisons, staff recruitment and training, information technology systems and administrative support.

(b) Collaboration with Ministry/Department of Health and follow-up in the community

It is clear that close collaboration between the Prisons Department and the Ministry/Department of Health is important in order to prevent and contain infectious diseases. The outbreak of SARS showed the ability of prison departments to respond quickly to a serious global health situation in collaboration with health agencies.

(c) Tracking and surveillance system

Countries such as Canada and New Zealand have adopted an electronic tracking and surveillance system that:-

- ◆ Collects and manages data on communicable diseases and high risk behaviours
- ◆ Tracks vaccinations and the health status of each inmate

Some of the advantages of having a tracking system include the following:-

- ◆ It provides data on both the prevalence and incidence of infectious diseases.
- ◆ It provides demographic data on inmates (such as gender, age and ethnicity) and geographic data (for example, which areas in the country are more susceptible to certain types of disease).
- ◆ Evaluations on disease prevention strategies can be conducted in each prison to assess their effectiveness and progress. Further, potential problems can be detected at an earlier stage. China also conducts such evaluations in its prisons.

In conclusion, the outbreak of SARS has shown that the issue of infectious diseases has global dimensions. The likelihood of new strains of diseases emerging, the ageing population and increasing international travel all create new challenges. Prisons may also

provide an opportunity for treating and managing some people who are at high risk. For this reason, the Correctional Services of Canada views incarceration as a “public health opportunity for identifying, educating, supporting and treating infected persons to prevent future transmission of infection in prisons and in the community” with the goal that “when offenders return to their communities, they have the knowledge and skills necessary to lead healthier lives and to prevent the acquisition and transmission of infectious diseases.” The papers and discussions held indicate that this sentiment is widely shared.

Agenda Item Four

Management of Public Expectations in the Treatment of Offenders

1. Introduction

Public expectations with respect to the treatment of offenders can take many different forms and may sometimes include contradictory ideas of what is appropriate. This is inevitable, given that prisons are, by their very nature, closed environments that are not open to public scrutiny. Across the region, information is increasingly being made available through the Internet. However, such information may only reach those members of the public who are involved or already interested in correctional processes and may therefore, may only have a limited impact on general public perceptions of correctional services.

Furthermore, as emphasized by delegates, it is particularly difficult to assess, evaluate and manage public expectations when media reports and films tend to provide a distorted view of the prison system. Generally, film and media portrayals reflect one of two opposing myths. The first is that prisons are a kind of ‘holiday resort’ where people are given an easy life of three good meals per day, lots of exercise and unlimited access to CD players, computers, televisions and telephones. The other myth is that all prisons are violent, cruel and inhumane places where deliberate abuse and mistreatment are commonplace. As all prison administrators know, the truth is very different. Prison administrators have the responsibility of managing offenders in a fair, safe and humane manner in order to comply with relevant local legislation and to meet obligations under international conventions.

Although prisons are closed environments, and prison conditions may not be a high priority in the public mind, recent APCCA conferences have demonstrated that there is, in many places, a demand for greater public scrutiny and increased expectations of corrections due to changes in the social, economic and political landscape. For example, Singapore stated that its Prison Service has come more under the public microscope as a result of forging more comprehensive partnerships with community and social welfare agencies in the rehabilitation of offenders. In some jurisdictions, including Australia and New Zealand, the advent of privately managed prisons has engendered considerable public debate about transparency and accountability.

This paper outlines the key themes that emerged from the conference discussions and the papers contributed by Australia, Brunei, Cambodia, Canada, Hong Kong (China), India, Japan, Korea, Malaysia, New Zealand, Singapore and Thailand.

2. The Importance of “Public Expectations”

At recent APCCA conferences, there has been general agreement that people go to prison *as* punishment and not *for* punishment. In other words, that removal from society is itself the punishment. However, it cannot be assumed that the general public necessarily adopts the same view. The small group discussions emphasized, in particular, that the public is not homogeneous and that ‘public expectations’ will differ according to the type of offender and offence in question. For example, public perceptions of how a recidivist sex offender or mass murderer should be treated are likely to be very different from perceptions about the treatment of young people convicted of less serious offences.

Nevertheless, several papers discussed general public expectations, and some referred to specific surveys that had been conducted on perceptions of corrections (see below). The Malaysian delegation reported that the public generally views imprisonment as a method of temporarily segregating the offender from society, for the purpose of reforming and rehabilitating the offender into a law-abiding citizen through careful guidance and appropriate treatment.

However, since the public is not homogeneous, there are often differences of opinion. In Japan, for example, some community members see prisons as being ‘too lenient’ whilst others view them as being ‘too tough’. Australia indicated that the majority of its community does not know and does not want to know about the operation of correctional systems. Generally, it is only those who have a direct interest (for example, through friends and family who come into contact with the system, or those who are victims of crime) who maintain an involvement. There is a significant section of the public that does not have that interest and hence, does not want, or feel the need to make a contribution.

Hong Kong (China) identified a number of specific myths which have adversely influenced public expectations about the treatment of offenders. These include views that prisoners’ lives are not protected; that their rights are not respected in accordance with the United Nations Standard Minimum Rules for the Treatment of Prisoners; and that treatment programmes fail to rehabilitate offenders.

The Conference discussions and many of the papers identified two particular dilemmas:

- ◆ Whilst the public may have limited ‘interest’, their support is extremely important to success in corrections. In the words of the paper from Canada, “the support and involvement of the public, and the engagement of citizens are critical to carrying out the mandate – the preservation of public safety – successfully.”
- ◆ It is very difficult – perhaps impossible – to generate community support if the public believes that rehabilitation and reintegration are not feasible; or lacks confidence in the organisation’s abilities; or believes that some offenders should be locked up and the ‘key thrown away.’

Most jurisdictions agreed that, given these problems, it is important for correctional services not just to ‘sit back’ but to actively engage with public concerns and expectations. As Hong

Kong (China) put it: “correctional administrators must understand public sentiments about their work, provide citizens with accurate information, and recognise the public as a legitimate partner to effectively manage offenders” in order to prevent future re-offending and victimisation. They added that public expectations have the “power to shape legislation, funding decisions, and the political landscape related to the community supervision of offenders.”

In summary, all jurisdictions agreed that correctional administrators must endeavour to understand public sentiments about their work, provide citizens with accurate information, and recognize the public as a legitimate partner. The Conference provided a valuable opportunity to learn about the strategies that have been adopted to assess public sentiments and to manage public expectations.

3. Gauging Public Expectations and Attitudes

Some jurisdictions have undertaken surveys or other forms of research to gauge public expectations and attitudes. Canada, Hong Kong (China), Korea and New Zealand concluded that their respective surveys have created better understanding of public perceptions.

Significantly, the surveys have all shown that if people are better-informed, and are given accurate information, they tend to have greater confidence in correctional systems. For example, the Korean Institute of Criminology found that a survey group who had a good understanding about correctional administration had a more positive attitude towards correctional administration than those who did not. In Japan, repetition of information about corrections and the monitoring of public opinion are viewed as important methods for educating the public about correctional issues and problems.

The studies conducted in Hong Kong (China) and Korea have been utilized to assess public awareness and support for correctional initiatives, and to assist in the development of practices that have public support. In Korea, it was found that most of those who were interviewed in a study agreed with policies to improve prison conditions; but, at the same time, called for the strict treatment of inmates.

Both similarities and differences can be identified in the surveys and research findings from the different jurisdictions. In terms of similarities, it was found that, in general, only a small section of the public have a good knowledge about correctional systems. Also, most appear to be more satisfied with law enforcement agencies, such as the police, than with correctional services.

Most Canadians did not object to having correctional institutions being built in their communities and agreed with the idea of having treatment centres and halfway houses in the community. More than half of the Korean community had a negative perception towards ex-inmates but supported initiatives which assist the rehabilitative and reintegration processes. By contrast, more than half of the New Zealand community were found to be pessimistic about the possibility of rehabilitating offenders.

In Australia, surveys regarding victims of crime and crime prevention have provided indicators as to public perceptions of community safety, but there has been little research into perceptions specifically of correctional systems. However, in Queensland (Australia), a survey revealed that the public does not clearly distinguish between the roles played by the various agencies within the justice system. As a result, correctional agencies have, on occasions, been blamed where the issue is really one of sentencing practices.

Thus, properly conducted surveys clearly provide a useful mechanism for assessing public perceptions, and they can play a role in helping correctional agencies to identify those areas that need to be most actively addressed. However, in many countries, limited resources have so far precluded such surveys.

4. Managing Public Expectations

The biggest single challenge identified by the papers was how to reduce gaps that may exist between public expectations of a prison system, and the constitutional, legal and institutional responsibilities that are placed on Prisons Departments. The Conference discussions revealed that most of the problems that are faced in this regard are probably due to miscommunication and misunderstanding or to media misrepresentation. Across the region, a range of mechanisms have been used to address these issues, including the following:-

(a) Public Information

Most jurisdictions have a range of resources for interested members of the public, including educational and statistical information regarding the objectives, operations and performance of correctional services. The most commonly used methods include:-

- ◆ Departmental websites with free public access. These usually contain factual information, research, policy documents and (subject to security and other concerns) information on various operational matters.
- ◆ Official and/or annual reports.
- ◆ Leaflets or booklets.
- ◆ Publication of strategic plans, policies and reports.

In a number of jurisdictions, including most parts of Australia, Singapore and Hong Kong (China), public relations units have been established to handle public enquiries and to promote a positive image of correctional services.

(b) Public Education / Exhibitions / Seminars

Public education was universally recognized as one of the more effective ways of improving public understanding, with different strategies being adopted in different jurisdictions. Some (including Brunei and Singapore) have televised public educational programmes and drama programmes to prevent youths from getting involved in crime and drugs. Korea produces videos and brochures to relay information to its public. In some countries, including Brunei, India, Malaysia, New Zealand, Singapore and Thailand, prison visits and “Open Days” are organised for the general public, students, law enforcement agencies, social welfare organisations and grassroots committee members.

A number of jurisdictions (including Brunei and Singapore) conduct seminars, colloquia and lectures for all public and private agencies (including schools) as part of crime prevention and public anti-crime campaigns. In Malaysia and Thailand, craft exhibitions are held to give an opportunity to inmates to show their creative skills and to demonstrate to the public that they can make a contribution to society upon release. These strategies serve to create an awareness of the management of inmates and the rehabilitation programmes offered to inmates.

(c) Public consultation and feedback

In some jurisdictions, public consultations are conducted to gain public input to the formulation and implementation of new initiatives and policies. Such consultations can take various forms, including targeted mail-outs, proactive internet consultation strategies, and public meetings with local interest groups, Indigenous groups, community organizations, stakeholders and the general community. In Singapore, for example, public consultations and feedback from community organizations, inmates’ families and ex-inmates have provided invaluable information on public expectations and have contributed positively to policy development.

Members of the public can respond to public debates through means such as verbal comments at consultation sessions; written submissions to those responsible for the consultations, the editor of the local newspaper or to Ministers; or by way of the internet. In Canada, Members of Parliament are seen as important partners as they represent their constituents and make representations on their behalf. They also play active roles as members of Parliamentary committees examining legislation and proposing amendments.

In 1999, New Zealand held extensive consultations with Maori communities, the general public, offenders and staff on the impact of the Treaty of Waitangi. This led to the development of the Department’s Treaty of Waitangi Strategic Plan 2001-2003 and the Maori Strategic Plan 2003-2008. This has already seen important changes. Consultation with Maori communities has also highlighted their wish to be more involved in all aspects of the correctional system, including information on the progress and achievements of the Department.

(d) Engaging the media

As some of the papers pointed out, it is a moot point as to whether the media simply reflects or actually creates public attitudes. It probably plays both roles to some degree, and there will be differences between jurisdictions in the extent to which this is so. Several contributors expressed some frustration that the media can be somewhat mischievous, either exaggerating stories or telling a selective version of events. Although this seems to be quite a common problem across much of the region, the Singapore stated that its journalists and media outlets have generally been very responsible.

Conference discussions provided many examples of how the media can be a double edged sword. On the one hand, it may create or feed public misperceptions but, on the other, it provides a means whereby correctional agencies can communicate positively with the community.

Most jurisdictions face a problem in that corrections departments tend to receive media attention for negative rather than positive reasons. As the Australian paper put: “media interest in corrections usually occurs at a time of crisis such as escapes, deaths in custody, riots, mistaken release and the release of ‘infamous’ prisoners (often sex offenders).”

For these reasons, several jurisdictions now work more proactively and collaboratively with the media, both to provide accurate information and to promote community acceptance of rehabilitation and reintegration. In New Zealand, the Department’s Communications Unit manages all communications including media liaison, with the aim of “increasing the transparency of the Department by ensuring a more open provision of quality information.” Jurisdictions such as Australia, Hong Kong (China) and Singapore, maintain extensive monitoring of media reporting which enables them to respond effectively to issues which have emerged. Canada has an active media team which responds to media enquiries and ensures that accurate and timely information is provided to the public.

In Hong Kong (China), Malaysia and Singapore, a series of publicity campaigns have also been used to improve the public’s perception of rehabilitated offenders and to strengthen the respective Departments’ public images (see also Specialist Workshop 3). For example, during the period of the Conference, the Singapore Prison Service launched the Yellow Ribbon project, together with its community partners, to promote public support and understanding for the need to assist ex-inmates to integrate back into society. The Yellow Ribbon campaign included posters, free public movie screenings, and charity concerts. In Brunei, New Zealand and Thailand, documentaries have been produced to increase public awareness of correctional systems, including rehabilitation and reintegration processes. In India, it was said, the cinema provides an effective means of raising public awareness of these issues.

(e) Engaging volunteers and community organizations

The importance of engaging inmates’ families, volunteers, community organizations and public sector agencies in the reintegration of ex-inmates is discussed in detail under Agenda Item Two. When members of the community engage in the rehabilitation and reintegration

process, they can project a positive image about corrections to other members of the community. In some jurisdictions, including Hong Kong (China) and Singapore, this has included engaging celebrities in the various campaigns.

Most jurisdictions such as Australia and Korea have community work projects, which can provide further opportunities for community involvement. Canada, for example, has 10,000 volunteers engaged under the Voluntary Sector Initiative. India and Korea also rely heavily on religious groups to participate in the rehabilitation and reintegration process.

(f) Royal Commissions and Reviews

Official Inquiries (such as Royal Commissions) can have a far-reaching impact. This has been especially the case in Australia. For example, a review conducted in 1989 in Queensland (Australia), resulted in “unprecedented public exposure and reassessment of the provision of corrective services” in that State. In New South Wales, a Royal Commission in 1976 led to a searching investigation into the treatment of prisoners. Most important of all, the Royal Commission into Aboriginal Deaths in Custody (1988-1991) resulted in recommendations which have impacted on all Australian jurisdictions.

4. Human Rights and International Standards

Many papers at APCCA conferences have commented on the growing significance of human rights and international standards in the management of offenders. Some jurisdictions have enacted general human rights legislation which impacts on prison practices, and most jurisdictions aspire to the standards laid down by the *United Nations Standard Minimum Rules for the Treatment of Prisoners*. The UN Standard Minimum Rules support the protection of the rights of prisoners and include matters such as safe custody, categorization and treatment of prisoners, employment, visits, complaints, education and after-care. Some nations (including Australia) have also developed their own aspirational corrections standards.

However, questions have arisen as to whether such national and international standards accord with what the public expects of a prison system. Tensions have arisen, for example, in Korea. The Korean National Human Rights Commission has given strong attention to human rights issues in prisons over recent years and a Correctional Task Force has recently been established to address the Commission’s concerns with respect to disciplinary and restraint systems. The Task Force consists of representatives from diverse professions and human rights groups who give feedback to the Commission on inmate treatment and to implement the public understanding of the correctional process.

5. Accountability / Inspections Agencies

Some jurisdictions have established agencies with specific responsibility for inspecting prisons, monitoring standards, and reporting on such matters. These agencies can either operate within correctional departments or can be independent from the departments. One

aim of published reports from such agencies is to provide the public with a better knowledge of the conditions and operations of individual prisons.

(a) Independent agencies

Australia, Brunei, Hong Kong (China), Japan, Malaysia and Singapore all have independent Visiting Justice or Official Visitor Schemes, which aim to provide a measure of transparency and public accountability to correctional services. Their role is to ensure, on behalf of the public, that inmates are treated fairly and consistently. The members, who are appointed by the Minister or the Government, are expected to visit prisons regularly and can hear and investigate complaints and requests from prisoners. Any comments from the members are forwarded to the Heads of the Correctional Service, and in some countries, to the relevant Minister.

In a number of jurisdictions, including Australia, Hong Kong (China) and New Zealand, the Ombudsman's office provides an external complaints service on the administrative actions of government departments. This includes matters relating to prisons.

A more recent innovation is independent Corrections Inspectorates which conduct regular prison visits and formal inspections of correctional facilities. Western Australia's Office of the Inspector of Custodial Services inspects all prisons and provides detailed reports to Parliament (not to the Department of Justice). All these reports are publicly available on the internet. In Victoria (Australia), the Corrections Inspectorate is housed within the Victorian Department of Justice. It conducts inspections of prisons and community correctional services, and monitors compliance with policies and standards. It is independent from the Prisons Department and reports to the CEO of the Department of Justice.

New Zealand has established an Inspectorate that reports to the CEO, independently of the prison service. There is also an Assurance Board which has eight members, five of whom are external to the Department. The Board assists the CEO to maintain and improve the overall management of the custodial environment; provides assurance on financial and corporate governance issues; monitors the Inspectorate and the complaints system; and considers external reports by the Ombudsman and Coroner. In addition, inmates have access to a range of external agencies such as the Health and Disability Commissioner, the Human Rights Commission and the Office of the Privacy Commission

(b) Internal agencies

All jurisdictions have internal audit and monitoring systems of different sorts. Internal auditors are expected to perform formal reviews to ensure compliance, effectiveness and efficiency in correctional systems. Through this, they seek to ensure that any substantive risks to inmates are identified, investigated and mitigated.

Singapore has a feedback channel whereby the public can send in their compliments and complaints to the Quality Service Manager (the Deputy Director and Chief of Staff). This

acts as a ‘barometer of public satisfaction’ of the prison service. Singapore also has an Ethics Framework which provides ethical guidelines and an ethical disclosure system. The latter acts as a safety net whereby officers who have fallen short of the standard guidelines to be identified and given a second chance (for full discussion, see Specialist Workshop 1).

6. Conclusion

All jurisdictions agree that there are enormous challenges in assessing public expectations of correctional systems and in addressing any gap between those expectations on the one hand, and the legal and institutional responsibilities of Prisons Departments on the other. The most effective method is to adopt communication strategies that are honest, open and based on solid information so that the public will have confidence in what the Prisons Departments say and do. If there is public awareness and understanding, then community support for reintegration and rehabilitation is more likely to be forthcoming.

Specific strategies that have been found to be of value in different parts of the region include:

- ◆ Giving the public a voice through public meetings and consultation forums.
- ◆ Having information and educational materials readily available and accessible by all members of the public.
- ◆ Having “checks and balances” in place through accountability and inspections agencies (internal and external).
- ◆ Working proactively (not merely reactively) with all parts of the media.
- ◆ Having legislation and regulations which reflect human rights standards.

Agenda Item Five

Practices in Dealing with the Diverse Cultural and Spiritual Needs of Inmates

1. Introduction

The Asian and Pacific region is extraordinarily diverse and most countries are becoming increasingly diverse in terms of ethnicity, religion and culture. Such diversity in society at large creates inevitable challenges for prison systems. Written papers or comments were provided on this topic by Australia, Brunei, Cambodia, China, Hong Kong (China), India, Indonesia, Japan, Korea, Malaysia, New Zealand, Singapore, Thailand and Tonga. This is a record of the key issues raised in those papers and during the conference discussions.

Some nations have long had a diverse national population. For example, Singapore and Malaysia have a mix of Chinese, Malay and Indian nationals and large numbers of overseas workers from different parts of the world. These different ethnic groups also include many religions, notably Buddhists, Muslims, Hindus and Christians. In other jurisdictions, demographic changes have been more recent. In Australia, for example, the last 50 years have seen waves of migration (first from Europe and, more recently, from Asia) that have changed the shape of the society.

Even where immigration has not been a major factor, most countries (including China, India, Indonesia and Thailand) face issues of diversity, especially where the population is large and where different parts of the country are at different stages of modernization. It should also be recognized that within one country, there can be considerable regional differences – the position of Aboriginal people in different parts of Australia being one example. Tonga was the only jurisdiction to indicate that there are no problems at present with catering for diversity: with very few exceptions, the Tongan prison population is Tongan, male and Christian.

2. Why Cater Specially for Different Groups?

Catering for the needs and expectations of different groups poses many challenges for prison management but is important to correctional services for two fundamental reasons. First, it helps to increase stability and reduce conflict within the prison environment. Secondly, it can assist in reintegration by promoting a sense of belonging. As the delegate from New Zealand put it during discussions: “prisons should reflect society and culture is part of society: culture is important in creating a safe environment and in creating opportunities for reform and reintegration.” This was also recognized in the Korean paper: “As soon as inmates are housed in correctional facilities, most of them go into a state of panic culturally and spiritually because of the unfamiliar living conditions. For this reason it is very important to provide activities that meet the inmates’ cultural and spiritual needs so they can have a relatively stable prison life.”

Although most jurisdictions would share these sentiments, there are limits on the extent to which prison systems can actually cater for different groups. The Thailand paper poignantly illustrated this: “Prisons can be considered as one of the places that contain various diverse cultural and spiritual needs. Have we ever thought of these needs? The sad but true answer is almost never.” The Thailand paper also warned of the various ‘excuses’ that are offered: “we have to take care of the majority first”; “there are too many people to take care of”; “there is too small a number; or “everyone has to be treated equally.”

3. Ethnic and Religious Backgrounds and Over-Representation

The papers provided interesting factual information about the backgrounds of prisoners, and about pressure points in terms of the over-representation of some groups of people relative to their numbers in the general population.

(a) Prisoners’ Backgrounds

It is not always easy to provide precise figures on the ethnic and religious background of prisoners. For example, they may, in some jurisdictions, have the right not to reveal such information, or they may identify with more than one group. Australia has experienced a number of data collection issues and New Zealand provided an interesting example of the latter point: census figures for the general New Zealand population allow double identification (giving a total of 117% when you add together the proportions in each group) whereas prison figures are based on one identified group (giving 100%).

Some countries, including Cambodia, China, Japan and Korea mainly deal with their own nationals and with people of the same ethnic background but, like most countries, are starting to see more foreign prisoners. However, the situation is varied. Hong Kong (China), for example, has a very large number of ‘foreign prisoners’ (over 47% of its prison population) but the vast majority (over 38% of the prison population) are Mainland Chinese, who do not pose significant problems in terms of cultural diversity. In Hong Kong (China), the more difficult issues with respect to cultural diversity involve the 9% of the prison population from other parts of the world (especially South East and South Asia).

It should also be stressed that ethnic homogeneity does not mean a lack of difference: Korea’s prison population is homogeneous in the sense that it is essentially a ‘nation of one race’ and there are relatively few foreign prisoners; however, it is a country of many different religious faiths and the number of foreign prisoners is increasing.

(b) Over-representation

Globally, it is common for different ethnic groups to be unevenly represented in prison systems; in other words, for some groups to be over-represented in prison relative to their numbers in the population as a whole.

Brunei, Malaysia and Singapore each have four major population groups (Malay, Chinese, Indian and other). In Brunei, Malay people are evenly represented in both the total population and the prison population, but the Chinese are under-represented in the prison population and ‘others’ are over-represented. In Malaysia, there is an over-representation of Indian prisoners.

As noted in Agenda Item One, Indigenous people in Australia, Canada and New Zealand continue to be over-represented at an alarming rate. Indigenous Canadians constitute 3% of the national population and around 16% of federal offenders. In New Zealand, Maori constitute close to 15% of the national population but around 50% of the prison population (and rising). Aboriginal Australians are amongst the most imprisoned people in the world. Nationally, they constitute under 4% of the population but over 20% of the prison population, and there are wide variations between jurisdictions. Victoria has the lowest level of over-representation per head of the population and Western Australia the highest.

Australia and New Zealand also identified other pressure points. In New Zealand, Pacific Islanders are over-represented in the prison population and several parts of Australia face growing numbers of Pacific Islander, Vietnamese and Indo-Chinese inmates.

4. Prisoner Placement and Prison Design

All the papers agreed that security and safety are the paramount factors in deciding on issues of prisoner placement. However, they revealed some differences of philosophy and practice with respect to the placement of prisoners from specific ethnic or religious groups, including the degree to which the preferences of such inmates should be taken into account in designing cells or prisons.

(a) Prisoner Placement

Generally, there is no explicit policy in any jurisdiction about co-locating prisoners from specific ethnic, religious or cultural groups. In Singapore, for example, the operational philosophy is described as ‘multi-cultural placement’ or ‘non-cultural segregation.’ However, it was stated at certain times of the year (such as the Muslim fasting time of Ramadan) there may be greater co-location for operational reasons (such as food provision and prayer times). Brunei, Hong Kong (China), Indonesia and Malaysia appear to adopt similar practices. In Hong Kong (China), for example, ethnicity is not a major factor in the decisions of the Classification and Categorisation Board but it will be given some weight - on a case by case basis and subject to security assessments - if there are any perceived language or cultural barriers. Indonesia also observed that ethnic tensions can sometimes lead to groups of prisoners being segregated from each other in the interests of prison management.

Sometimes, the application of standard assessment processes (examining issues such as security risk, distance from family and programme needs) can actually lead to co-location.

Under general classification processes in New Zealand, inmates are kept in their home regions as far as possible. As a result, Maori from particular iwi (tribal groups) are commonly co-located. This is also the case in parts of Australia. In Japan, general classification systems are applied but “foreign inmates who need different treatment from Japanese nationals are allocated to 23 institutions that have specific divisions for them,” although they are treated the same as Japanese inmates within the same area during the daytime. In Korea and Japan, a large number of prisoners have traditionally shared accommodation. However, in both countries, foreign inmates are housed in single rooms wherever possible, and some Japanese prison cells have undergone modifications to bedding and floor coverings.

Some jurisdictions go a stage further, promoting co-location for the purposes of ensuring better access to culturally relevant programmes and enhancing the chances of rehabilitation. There have been some developments along these lines in Australia but the strongest national focus is found in New Zealand, where there are several Maori-based intervention programmes and a number of ‘Maori Focus Units’ in prisons attempt to engage with offenders in a sustained and culturally meaningful way. New Zealand is also planning a Pacific Focus Unit for Pacific Islanders.

(b) Prison Design

Across the region, prisons tend to be designed to reflect generic needs, and will invariably include some provision for religious meeting areas. However, in jurisdictions with large numbers of Indigenous prisoners, there are often now more sustained efforts to reflect the perspectives of Elders and community leaders. Initiatives such as ‘buddy cells’ (cells deliberately designed for multiple occupancy) and Aboriginal meeting places have also been implemented in some prisons in Australia. New Zealand provided some intriguing examples of how Maori perspectives have directly influenced prison design. They include incorporating natural features (such as a stream) inside the prison; aligning buildings in a way that helps to keep people in touch with their environment; the use of significant symbols throughout the complex; improved facilities for visitors such as elders; purpose built rooms and meeting places; and the specialist Maori Focus Units.

5. Religious Diversity

Prison systems must adhere to any constitutional or legislative requirements with respect to religious observance. This most commonly takes the form of provisions that entrench the right to freedom of religion (as in Hong Kong (China), Malaysia, Singapore and Thailand). Consequently, across the region, prison systems generally recognize the right of people to observe their significant religious days, and it is also common for suitably qualified people to be employed as ‘chaplains’ or religious officers / counsellors.

The papers and the discussion recognized that ethical and religious values can be a useful element in rehabilitation for some prisoners. However, there are some anomalies. In Hong Kong (China), the majority of prisoners are Buddhist but the British colonial legacy seems to require that only Anglicans and Catholics can be appointed as chaplains; and other denominations are therefore serviced mainly by people coming in from outside the prison.

There are also interesting differences in the extent to which governments can support religiously-based initiatives. Generally, there is no particular difficulty: for example, in Brunei and Malaysia, religious instruction can form part of offender programmes for Muslims and in New Zealand, a Christian Faith Based Unit has been established. In Japan, on the other hand, the terms of the Constitution have the effect of prohibiting “the government in the form of correctional institutions conducting religious activities”. This means that government – sponsored religious programmes are not permitted, and that religious needs must be served by people outside government service.

A number of papers commented that although flexibility may be necessary in order to accommodate religious difference, difficulties can arise when prisoners make requests that go against general prison regulations. For example, Hong Kong (China) readily accommodates Muslim prisoners’ wishes to pray at certain times and allows them to work at a reduced rate during Ramadan (the fasting month). However, in one case a prisoner requested to be allowed to wear long hair and beads on religious grounds. The prison authorities consulted the relevant religious leader, who advised that this was not necessary in terms of religious compliance. On issues of faith, as New Zealand wrote, “leaders of faith should be the final authority, not the inmate”; and all the papers agreed that there are occasions when effective prison management must prevail even over established religious preferences.

6. Food

Food is one of the most common sources of criticism in prisons and can also be a matter of religious and cultural sensitivity. In addition to the type of food that is served to prisoners, there can be issues with respect to techniques of preparation.

The overriding philosophy across the region is that a healthy diet should be provided to all inmates, and in some jurisdictions, prison diets may be developed in conjunction with government Health Departments. Within this general philosophy, it may be possible to accommodate prisoners’ preferences, especially if they are mandated by their religious beliefs. The paper from Japan summarized this position: “Food and water are provided essentially according to constitution, health and age... [But] religious reasons are accepted where the inmate’s religion has clear commandments (e.g. Muslim, Hindu and Jewish) and they express a will to comply with it.” Similarly, in Korea, a Director General’s directive on the treatment of foreign inmates states that non-standard foods are to be provided if necessary.

In some jurisdictions with large numbers of Muslim prisoners, such as Malaysia, food is all halal and, as such, is appropriate for all inmates. In Indonesia, food is either halal or non-halal and in Singapore, some prison kitchens have become fully halal. Hong Kong (China) has four standard diet scales: Asian, Indian (halal), European and vegetarian.

In Australia and to a lesser extent New Zealand, issues have arisen with respect to the provision of 'native' foods for Indigenous prisoners. The basic position in Australia is that these foods are not standard fare. However, some foods (such as kangaroo meat) are made available during special events or festivals; and may also be available for prisoners to purchase through the prison canteen.

7. Linguistic Diversity

Linguistic diversity can present a range of difficulties, including prisoners' ability to communicate effectively with staff, with other prisoners and with outside support services such as lawyers. Language problems may also affect a prisoner's ability to understand prison proceedings (such as disciplinary hearings), to undertake educational, training or treatment programmes, or to access facilities such as libraries. The papers revealed a range of strategies to address such issues.

In countries with a relatively homogeneous inmate population, such as Cambodia and Korea, foreign inmates can access the services of their local embassies. In Japan, prisoners who do not speak Japanese have access to these services and are also generally located in prisons where there are officers with 'high language skills.'

Some countries such as Brunei, Malaysia and Singapore have a diverse ethnic mix of prisoners, but they are generally able to communicate at a sufficient level in one or more of the commonly spoken languages (English, Malay and Chinese). In some jurisdictions, including Malaysia and Thailand, inmates may also act as interpreters / translators when appropriate.

Many jurisdictions have developed information booklets in different languages. In Brunei, booklets are printed in both English and Malay, with a Chinese translation service available. Hong Kong (China) has pamphlets in 8 languages. In Australia, practice varies across the country, with Queensland probably having the widest range of handbook languages (ten in all).

In New Zealand, English competency is assessed as part of developing a sentence management plan, and if necessary, officers with appropriate language skills will assist inmates in the planning process. The policy is also to provide translation / interpreter services if necessary for important hearings such as formal disciplinary proceedings.

8. Culturally Appropriate Treatment Programmes

In many countries, prison systems now emphasise the importance of prisoners undertaking treatment programmes to ‘address their offending behaviour’. However, concerns have sometimes been raised that these treatment programmes tend to reflect the needs of the majority of prisoners and may not cater well for the needs of other groups. For example, treatment programmes may be based on ‘group therapy’, but some prisoners may say that this format is ‘culturally inappropriate’.

The focus in most jurisdictions is still on generic programmes. For example, Brunei stated that, with the exception of religious education, programme delivery is “general in implementation and caters for the common cultural elements in each ethnic group to avoid cultural labeling.” Hong Kong (China), Japan and Singapore expressed a similar philosophy; and Singapore wrote that its major programmes are “based on generic risks and needs factors and not on cultural appropriateness, which is a responsivity principle.”

At the same time, however, Singapore raised an issue of fundamental concern about the extent to which generic programmes (especially those developed for a ‘Western’ audience) are transferable across cultures: “Currently most empirical research in corrections has been conducted ... in the West. Cross-cultural studies in psychology ... suggest that Asians’ behaviour is different from those in the West More empirical and well designed correctional research therefore needs to be conducted in Asia in order to enhance our effectiveness.” Singapore also reported that validation tests on the LSI-R model suggest that it can work better with local modification. In Australia, work conducted in Queensland has also seen that jurisdiction revise its Risks and Needs Inventory to better identify culturally specific needs.

The New Zealand experience affirms the significance of these observations and developments. Their paper included an impressive review of Maori – focused (and Maori-driven) initiatives. One of the core principles of the Department’s Strategic Business Plan for 2003 to 2008 is that there cannot be a ‘one size fits all’ solution to Maori offending: the best results are seen “when the right person receives the right intervention, in the right situation, at the right time, and gets good support from community, friends and whanau (extended family).” Providing the ‘right intervention’ means “engaging in a way that reflects and is respectful of Maori culture and world views.” Crucially, the paper provided numerous examples (including family violence and substance abuse programmes and Maori Focus units) of how these policies can be taken beyond policy documents and actually implemented.

During conference discussions, the New Zealand delegation also referred to the results of research into the Maori-focused programmes. This shows that they are not only proving more successful with Maori but are also showing benefits for non-Maori.

9. Gender Issues

The papers did not generally discuss issues of gender but the break out group discussions commented that, over and above the generic issues that face women in prison or generic cultural issues, there can be times when women face gender and cultural issues that are integrally linked. In particular, women tend to have greater family responsibilities and may have certain cultural roles and obligations. Members of the break out group agreed that the gender dimension must be taken into account in developing new approaches to cultural and spiritual needs; and that an investment in facilities and programmes that focus on such issues is likely to have significant long term benefits.

10. Cultural Performances, Arts and Sports

The papers and discussions referred to a variety of ways in which inmates can engage in culturally significant activities, including cultural performances and arts. The significance of such activities should not be under-estimated; they may provide a mechanism for prisoners to develop or re-engage with their cultural roots, as well as an outlet for self-expression and the release of tension. In India, yoga and meditation are seen as particularly valuable in promoting “the consciousness which will enable the inmates to decide things on the basis of morality.”

Many jurisdictions have a strong interest in sport, sometimes even what is called a ‘sports culture’. The group discussions and the paper from China placed considerable emphasis on the view that a healthy mind and a healthy body go hand in hand; and that physical activity and sport are valuable ways to increase harmony within prison.

11. Staff Recruitment

In principle, it would appear desirable for the mixture of staff to reflect, as far as possible, the mixture of prisoners. Some jurisdictions appear to have achieved this objective. Singapore reported that they have a fair representation of all four core ethnic groups (Chinese, Malay, Indian and other) amongst their staff and are able to recruit good quality staff from all groups based on merit, and without setting any targets or quotas for specific groups.

Hong Kong (China)’s staff reflect the fact that over 90% of inmates are ethnically Chinese; given that other nationalities are so diverse, there is no assessed need to target staff from other ethnic groups but staff are expected to be fluent in both English and Cantonese. Similarly, Brunei, Japan and Korea did not identify any particular concerns; rather than recruiting from particular groups, staff are encouraged to learn other languages and community support services are utilised as needed. .

However, several jurisdictions expressed concern about an imbalance between the inmate profile and the staff profile. In Malaysia, the prison staff are overwhelmingly Malay (91%)

and there are very few Chinese (only 1%) but the delegation noted that recruitment issues are not confined to the prison system, and affect the whole public service.

Australia and New Zealand both face problems recruiting Indigenous staff, and the problems appear significantly greater in Australia. In Western Australia, for example, 38% of prisoners are Aboriginal but only 2.6% of prison department staff. Across Australia, a range of initiatives have been tried to redress the balance, including targeted recruitment drives and the appointment of Aboriginal Liaison / Wellbeing Officers. Queensland provided details of a well-developed policy approach. However, major challenges remain. In part, this is because so many Aboriginal people have negative family experiences of contact with the justice system over many years; and see the number of Aboriginal people in prison continuing to rise.

In New Zealand, 50% of inmates are Maori but only 25% of staff. Although legislation in both countries outlaws discrimination on grounds of race, there are limited statutory exemptions to promote the recruitment of Indigenous people. New Zealand has embarked on a highly structured recruitment campaign that is expected to bear fruit – and initiatives such as the Maori Focus Units undoubtedly help in that regard.

12. Staff Training

The papers showed a commitment to monitoring staff and to providing relevant training. Inevitably, these reflect local circumstances. In Hong Kong (China) for example, staff are provided with assistance in developing their skills in dealing with Mainland Chinese. In Japan, the training is generic, with staff undertaking human rights modules and Senior Course trainees have a programme with UNAFEI to understand foreign culture. . In Malaysia, it was said that there are no specific courses – “the nature of Malaysian society has generally produced Malaysians who are aware and respect each other’s cultural differences” but the situation is kept under review. In Singapore, ‘cultural competency’ is assessed through coaching sessions and staff appraisals. New Zealand and Australia, on the other hand, have developed specific ‘cross-cultural training’ packages; and in New Zealand, this is backed by ‘cultural supervision’ by Maori staff and regular competency assessment and training.

13. Conclusion

The conference papers and debates confirmed that, as the Singapore paper put it: “cultural awareness and sensitivity will go a long way towards the effective management and operation of prisons, as well as ensuring proper rehabilitation for the inmates.” Not surprisingly, the issues, philosophies and strategies relating to diversity vary across the region. It follows that policies and initiatives adopted in one place cannot automatically be transferred to another. Furthermore, some countries do not have the operational capacity to implement elaborate strategies. However, the debates provided some fascinating insights into how the issues are addressed in different places; and of how, within security and safety

constraints, there can be cultural input to prison design as well as prison management. There also appeared to be a growing body of opinion that, as Singapore put it, “more empirical and well-designed correctional research needs to be conducted ... in order to enhance our effectiveness.”

Specialist Workshop One

Resolving Ethical Conflicts amongst Prison Officers

This workshop was presented by Mr Desmond Chin (Assistant Director, Operations, Singapore Prison Service), and was facilitated by Ms Irene Morgan (Co-rapporteur). Delegates from Australia, Hong Kong (China), India, Korea, Laos, Macau (China), Malaysia, New Zealand, and the Solomon Islands participated in the workshop.

1. Singapore Presentation

Mr Chin gave an overview of the Ethics Structure which was implemented by the Singapore Prison Service (SPS) in 2000. The Ethics Structure:

- ◇ Serves a preventive and advisory function to assist Prison Officers to deal with ethical dilemmas arising from their interactions with inmates, with other staff and with the community.
- ◇ Provides a conducive environment for ethical issues to be discussed and resolved openly before they degenerate into disciplinary cases.
- ◇ Assists the organisation in promoting and maintaining its values, morale and culture

The Ethics Structure consists of the following components:-

1. **Ethics Guidelines** - Mr Chin defined “Ethics” as the principles of conduct governing an individual or a group. The Ethics Guidelines act as a checklist, to provide guidance to prison officers in their daily interactions with other staff, inmates and the community.
2. **Ethics Officers in institutions** - Ethics Officers are appointed as advocates of the Ethics Structure and to resolve ethical issues which arise.
3. **Ethics Executive Committee** - The Committee is chaired by the Assistant Director, Operations, who is the Chief Ethics Officer of the Department. The Committee convenes quarterly Ethics Forums to discuss and resolve ethical issues, and standardises guidelines to resolve them.
4. **Tracking System** - All cases are documented and filed, and made available for use as case studies and references.
5. **Ethics Communication System** - Formal meetings are held to communicate important information amongst the various levels of officers.

6. **Ethics Training and Continued Learning** - Staff are trained by using an Ethics Training Package. A new Ethics Website on Prisons Intranet has been established to disseminate and collate information regarding ethical issues.
7. **Periodic Feedback and Evaluation** - The objectives are to “fine-tune the work processes of the ethics structure” and to evaluate the processes through surveys. A survey conducted in 2003 revealed that 83% of staff acknowledged the “existence of a socially responsible culture among our officers to uphold integrity and report against ethical misbehaviour.” To reinforce the ethics culture, an Ethical Disclosure System was set up to facilitate ethical disclosure via electronic mail which is channelled directly to the Deputy Director Chief of Staff.

Mr Chin also gave examples of case scenarios involving ethical conflicts, and how they had been resolved by the SPS.

2. Questions and Discussion

After Mr Chin’s presentation, delegates raised a number of questions, including:

- ◇ How are false allegations handled?
- ◇ Why are ethical disclosures made directly to the Deputy Director and not to the Superintendent or the supervisor of the errant officer?
- ◇ What sort of complaints does the SPS receive?
- ◇ What is the difference between Ethical Disclosure and normal channels in handling the complaints?
- ◇ What action is taken against false allegations/complaints?
- ◇ What is the proportion of false complaints?
- ◇ Where there is a strong union, it is difficult for staff to make such disclosures in a culture where “no one will inform anyone else”. How can this be handled?

Participants then divided into three groups to have an in-depth discussion on the types of ethical issues and the problems encountered by the different jurisdictions. The following issues emerged:-

- ◇ Ethical issues arise in many parts of prison life, including assaults; bullying; staff bringing contraband for inmates; staff developing relationships with inmates which extend the professional boundaries; and unfounded allegations against officers. Most of the participants indicated that these issues were dealt with by rules, regulations and Codes of Conduct. Allegations are investigated and officers who have made false or vexatious allegations are disciplined. In the SPS, for example, vexatious allegations are curbed by not entertaining anonymous reports.
- ◇ In some jurisdictions, staff who are unwilling to adopt the organisational changes made by top management have actively resisted and/or undermined those changes. In

response, knowledge awareness systems have been implemented by those countries to provide staff with a good understanding of such changes.

- ◇ It was accepted by the majority of the delegates that conflicts between staff members were best resolved by having preventive measures in place (for example, by having a system of open communication, coaching and training sessions).
- ◇ Overcrowding in prisons is a concern in some jurisdictions. Such an environment inevitably causes stress and conflicts, not only to the inmates but also to prison staff.
- ◇ Varying degrees of discretionary power are given to prison officers according to their ranks. It may be difficult to detect the abuse of such powers unless there is a comprehensive system of 'checks and balances' in the organisation.

3. Conclusion

Most countries do have structures/procedures in place to resolve ethical conflicts. However, the discussions raised a number of issues concerning the definition of ethical boundaries and the implementation and effectiveness of the various structure/procedures. In his concluding remarks, Mr Chin aptly stated:-

“The ethics structure is a management process which comprises programmes, practices and systems designed to motivate and monitor the Department’s ethical performance. Effective ethics structures and processes are the most important lines of defence against unethical or illegal activities.

While values, moral and ethical principles are largely timeless, changing work processes and situations invariably generate new ethical dilemmas that need to be identified and resolved. Hence, driving an ethical culture in an organisation is a continuous process in SPS.”

Specialist Workshop Two

Innovation within Correctional Settings

Hong Kong (China), Australia, Singapore and Mongolia made presentations to this Workshop, which was facilitated by Mr. Titus Kong, Superintendent of Sembawang Drug Rehabilitation Centre from the Singapore Prison Service. Following the presentations, there were opportunities for questions and discussion. Delegates from Australia, Brunei, Cambodia, Fiji, Hong Kong (China), Macau (China), Japan, Kiribati, Korea, Mongolia, New Zealand, Singapore, Thailand and Vietnam participated in the Workshop.

1. Hong Kong (China) Presentation

Mr Yau Chi Chiu (Senior Superintendent) presented the Hong Kong (China) delegation's paper. The paper argued that innovation has a very strong role to play in managing change and pursuing organizational goals. The Hong Kong Correctional Services Department (CSD) vision is for an 'Internationally Acclaimed Correctional Service'. To achieve this vision, it has placed particular emphasis on attaining ISO accreditation for a range of services. This has required innovative new strategies, and there are now five ISO-accredited management systems: in the sign making business; in laundry services; in environmental protection on Hei Ling Chau; the Complaints Investigation Unit; and the Inspectorate Sub-Unit of the Quality Assurance Division.

- ◆ **Sign Making and Laundry Services.** As a result of achieving ISO accreditation, several benefits have been seen. These include greater customer confidence and satisfaction, boosting the self confidence of inmates, enhancing their technical skills, instilling a sense of responsibility, and strengthening staff attitudes and teamwork. The CSD noted that, thanks to these high standards, its laundry services were able to play an important role in laundering hospital linen in a safe manner during the SARS crisis.
- ◆ **Environmental Protection.** The CSD commissioned a consultant to establish an environmental management system on Hei Ling Chau (an island with three penal institutions). The system obtained ISO accreditation in 2002 and includes strategies for conservation, waste reduction and recycling. The new system is assessed to have achieved multiple objectives, including fostering a green philosophy amongst inmates and promoting a positive PR image for the CSD.
- ◆ **Complaints Investigation Unit (CIU).** The CIU was given ISO accreditation in 2000. Statistics indicate that the quality of service is high, with an 80% satisfaction rating on the part of both complainants and those against whom complaints were made.

- ◆ **Inspectorate Sub-Unit.** The ISU plays a major role in monitoring CSD activities, including the inspection of activities within institutions. This service received ISO accreditation in 2004. During the workshop, the experience of CSD in applying other types of innovations in terms of rehabilitation programmes, human resources management and resources savings, were also presented and discussed.

Overall, the application of ISO management systems has allowed the CSD to pursue its vision and to meet key organizational goals, at the same time as achieving high customer service ratings and confidence.

2. Australian Presentation

Mr Gerry Schipp, Executive Director Finance and Asset Management of the New South Wales Department of Corrective Services (DCS) presented an overview of a range of initiatives with respect to security, prisoner programmes and operational; procedures that have had a positive benefit in New South Wales.

- ◆ **Security.** The New South Wales DCS has explored a number of initiatives that are primarily security driven. These relate to issues of identification (including the use of iris recognition technology), as well as safety problems (including metal detection portals and explosive ordinance sniffer dogs). Technological innovations have also allowed improvements in terms of home detention supervision.
- ◆ **Programmes and Prisoner Services.** In New South Wales, particular attention has been given to developing improved programmes for specific offender groups, including the ‘Second Chance’ programme for Indigenous offenders; more educational programmes for young people. The focus is also on the development of more specific ‘fit for purpose’ facilities, such as hospital facilities (especially for older inmates and those with a mental illness) and facilities for sex offenders and people with an intellectual disability.
- ◆ **Operational Procedures.** Innovations in the area of operational procedures include new risk assessment processes for prisoners, and new approaches to targeting contraband.

3. Singapore Presentation

The Singapore presentation was made by Mr Koh Tong Hai (Head TB). The paper pointed out that at times of shrinking budgets and higher public expectations, innovation is important to maintaining high standards in prison management. In Singapore, a Strategic Framework for action has been developed to give effect to the philosophy that staff are ‘captains of lives.’ It is underpinned by four key areas:

- ◆ Enhanced inmate management capacity;

- ◆ Maximising inmates' reintegration potential;
- ◆ Preventing offending and re-offending;
- ◆ Enhancing staff to make a difference.

An Innovation Strategy is integrated within the Strategic Framework to ensure that “new value is created when bold and innovative approaches are adopted to do different things and to do things differently.”

The paper provided an in depth account of the Innovation Structure and the Innovation Processes that have been applied. Key ingredients include:

- ◆ A 3-I (Ideas, Improvement, Innovation) system was first established throughout the Ministry of Home Affairs
- ◆ Underneath this, a 3-I structure was then created within the SPS, with staff allocated various roles in promoting and driving innovation. There are currently six 3-I ‘clusters’ based on location.
- ◆ Ideas are first generated and sought from all sources, staff, inmates, inmates’ families, the public and partner organisations.
- ◆ Once ideas have been generated, the 3-I coordinators and other staff at the relevant institution collate suggestions.
- ◆ Ideas that are assessed to be feasible and innovative are then considered at the 3-I cluster level.
- ◆ Thereafter, selected ideas are presented to senior management for consideration and endorsement (a database is also maintained of all other ideas).
- ◆ All feasible ideas are then assigned to relevant staff groupings for implementation.

Implementation strategies sometimes include making applications for extra funding from the Ministry’s Innovation Fund. The SPS also requires staff to monitor and review the implementation of these initiatives.

The presentation discussed the following flagship innovations:

- ◆ **Internet home tele-visits** (so families can ‘visit’ inmates by internet).
- ◆ **Prison school** (to improve literacy, numeracy and life skills).
- ◆ **CARE network** (to bring together the SPS and community agencies involved in supporting inmates on release).
- ◆ **Innovation guidebook** (to assist staff innovation)
- ◆ **Singapore Prison Short Risk Scale** (an 9-item risk assessment instrument that is modeled on, but much shorter than the 54 point scale that is commonly used – and which has been found to have equal predictive value)
- ◆ **Home detention** (which is administered by the SPS and allows inmates convicted of non-violent and non-sexual offences to be released from prison earlier than would otherwise be the case. The maximum period has been six months but legislative changes have recently increased this to 12 months).
- ◆ **Changi Prison Complex**

The SPS achievements have been recognized by the receipt of prestigious national awards.

4. Mongolia Presentation

Mrs Tsoggerel Uyanga (officer in charge of foreign liaison) presented a paper on the substantial innovations and improvements that have been made in Mongolia over recent years. The core goals have been improving prison conditions, resolving social issues relating to staff, provision of prisoners' rights and health care, reforming legislation, and achieving international standards. Areas of particular improvement have been:

- ◆ New laws relating to prisons were ratified in 2002 and, following this, a new training centre was established.
- ◆ An independent TB Prison Hospital has been established in order to provide for the better treatment of prisoners with TB and to better prevent its spread.
- ◆ Responsibility for detention centres and prisons was transferred from the military and the police to the General Executive Department of Court Judgement. This has led to improvements in the administration of the prisons and to improving standards. Better security features have also been installed. This has reduced the number of staff required for perimeter security and allowed their transfer to more productive internal work.
- ◆ The number of people per cell has been reduced significantly, to between 4 and 10.
- ◆ Juveniles who are to be transferred to adult prisons are now sent first to an intermediate facility
- ◆ Prisoners have greater access to educational and training programmes and some specialist training facilities have been established.

5. Conclusion

All four presentations revealed many different ways in which innovation can assist in prison management. Some innovations are partly dependent on technology and may have substantial 'start up' costs (such as environmental strategies, internet visits and home detention monitoring). However, these costs are often recouped in the longer term. The papers also showed that many innovations simply involve smarter ways of doing business, without substantial costs.

In summary, through careful planning, it is still possible to find new ways to do old things as well as devising completely new strategies. Innovations also undoubtedly have a positive effect in promoting improvements in service delivery and can enhance both staff and inmate satisfaction.

Specialist Workshop Three

Communication and Public Relations – Ways to Get the Support of Media, Politicians and the Public

Hong Kong (China), Korea and Singapore made presentations to this Workshop, which was facilitated by Dr Neil Morgan. Following the three presentations, there was a lively interchange of ideas. Delegates from Brunei, China, Hong Kong (China), Macau (China), India, Korea, Malaysia, New Zealand, Singapore, Sri Lanka, Thailand, Tonga and Vietnam participated in the Workshop.

1. Hong Kong (China) Presentation

Mr Samson Chan (Assistant Commissioner, Rehabilitation) presented a paper outlining the initiatives undertaken by the Correctional Services Department of Hong Kong in “deploying media and public relations work to solicit community support and acceptance for the rehabilitation of offenders.” Hong Kong (China) has adopted a highly coordinated strategy, including:

- ◆ **A 1999 - 2000 publicity campaign** called for community acceptance of offenders’ rehabilitation. The campaign included a music CD, rallies, posters, TV adverts and exhibitions.
- ◆ **Gaining media limelight** through publicity, community education and public involvement. This has included the use of celebrities as ‘rehabilitation ambassadors’ and a range of TV adverts and public events.
- ◆ **Soliciting support from public leaders** through the work of the Committee on Community Support for Rehabilitated Offenders. This Committee includes members from the broad community as well as government departments, and collaborates with local Fight Crime Committees.
- ◆ **Rallying public support** through activities that recognize inmates’ achievements, TV ‘docu-dramas’ that won competitive TV programme awards, and a variety of cultural events and charity functions emphasising the positive aspects of inmate achievement.
- ◆ **Community education** for youths and students, including visits to penal institutions and anti-drug campaigns.
- ◆ **Special measures to facilitate re-integration**, including symposia on employment (also involving the University of Hong Kong and the commercial sector) and the establishment of a range of more structured after-care services.
- ◆ **Enhanced staff training** to ensure that staff can live up to their new roles and can meet new challenges (including support for staff to undertake relevant training and educational programmes).

One of the most important features of the Hong Kong (China) strategy was an evaluation of its effectiveness. The independent Hong Kong Policy Research Institute carried out pre- and post- campaign surveys of around 800 respondents. The findings were positive, and included the following:

- ◇ Almost two thirds of people had seen or heard the publicity campaign and there was a higher awareness of issues facing ex-inmates. TV seemed to be the most effective medium.
- ◇ Almost 84% of respondents post-campaign thought the government should carry out publicity campaigns to assist ex-inmates reintegrate into society.

2. Presentation by the Republic of Korea

Mr Kim Ahn-Shik, Assistant Superintendent of the Corrections Bureau, presented a paper in which he described some of the dilemmas facing the Korean correctional system with respect to improving communications with the general community and enhancing the image of the correctional system.

The Korean correctional system has undergone a philosophical shift in recent years from a policy of segregation/isolation to one of rehabilitation and reintegration. However, it has not been easy to communicate this shift to the public or to garner their support due to a number of incidents and due to consistently negative media coverage. The main strategies that have been adopted to improve public relations have been the following:

- ◇ **An ‘Open Corrections’ Policy** - Members of the public have been invited to attend correctional facilities, to participate in committees (looking at issues such as work release and diet) and to take part as volunteers in counselling and training programmes.
- ◇ **Internet Use** – Internet facilities have been utilized to increase the availability of information and to allow increased contacts between inmates and their families and friends through emails and ‘internet visits.’

These initiatives have had some success, but media coverage remains a problem. This is having an impact on correctional staff, who feel that media stories tend to be unfair. Mr Kim presented the findings of his research into 676 news stories involving corrections over a period of 8 months. He found that the vast majority of staff (over 80%) believed that the stories were either unfair or very unfair.

He then provided some vivid illustrations of the type of correctional stories that had dominated the media. They included the death by hanging of a prominent citizen who had been sentenced for corruption and the death of a prison guard who was beaten by a prisoner. In addition, the country has experienced debates about the death penalty and the prison system has come under increased scrutiny from the Human Rights Commission, and as a result of the decision to build a privately operated prison.

Unfortunately, these incidents (especially the death of the staff member) and the adverse media coverage are having a negative impact on staff morale and the promotion of the rehabilitation / reintegration philosophy:

- ◆ The general public tends to have a negative image of correctional administration because most news focuses on its 'dark side.'
- ◆ Prison staff believe that they are not held in high esteem by the general public – more than 80% feeling that they are viewed unjustly or very unjustly. According to research, correctional staff esteem is now well below that of police officers.

Mr Kim expressed the hope that the Korean Corrections Bureau will develop a comprehensive public relations strategy to address public misconceptions, and outlined steps that are being taken in that regard.

3. Singapore Presentation

The Singapore presentation was made by Mr Melvin Wong, Head of Public Affairs for the Singapore Prison Service (SPS) and Ms Michelle Madamba, Director of PR Consultants Burson-Marsteller. They presented a review of the way in which the SPS has sought to comprehensively develop its profile and to move away from a 'reactive' approach to the media (i.e. simply responding to media inquiries if and when issues arose) to a more proactive public relations strategy. They provided interesting examples of the benefits of collaboration between public sector agencies and private sector public relations agencies, saying that PR has now become a 'crucial part of our strategic management.'

The presenters stressed that effective public relations involves more than giving interviews and responding to media questions: "it is about managing an organisation's reputation to help the public understand the organization better by bringing out the central core of its belief." When Burson-Marsteller were appointed as PR consultants for the SPS, the service had already developed its Vision and Mission Statement, and the challenge was how to build on that and to 'market' the key messages and principles. The strategies that have been adopted include:

- ◆ Creating the 'branding tagline': *Captains of Lives – Rehab, Renew, Restart*, to encapsulate the Vision and Missions Statement.
- ◆ Working, as a matter of priority, on "reconfiguring the public's perception of the prison officers, inmates and ex-offenders". This was achieved by 'going on the offensive' through TV, bus and print ads.

The presenters explained how the PR campaign had been developed, and how it had specifically sought to address the misconceptions created by the media and films such as the *Shawshank Redemption*. The two main messages that the campaign sought to get across were that:

- ◆ Prison work is not just about incarcerating offenders – it is also about rehabilitation.
- ◆ Although not every inmate can be rehabilitated, many are willing to change and should be given a second chance.

Independent researchers have found that these initiatives have been successful in building the SPS corporate image, and the next stage has now started –a comprehensive public education campaign to promote public support. The Yellow Ribbon Project has been devised to encourage community support for ex-offenders and SCORE (the Singapore Corporation of Rehabilitative Enterprises) has produced community movies, one of which (‘Coming Home’) had its premiere at an open air screening on the day after the APCCA conference concluded.

4. Discussion and Conclusion

After the formal presentations, a number of contributions and questions were raised, including the following:

- ◆ The New Zealand delegation commented on the importance of bringing staff along with changes as well as the public, and noted the particular efforts that Singapore had made, in this regard, with the ‘Captains of Lives’ image.
- ◆ China stated that media support is the key. Strategies have included allowing the media to visit prisons, holding public conferences, producing newsletters written by prisoners, and giving publicity to achievements by prisoners.
- ◆ Malaysia pointed to a paradox in that country – on the one hand, the government is trying to get the private sector to play more of a role in offering employment abut, oh the other, does not itself employ ex-prisoners.

Overall, this Workshop provided some fascinating insights into the difficulty of engaging public and media support, especially when (as in Korea) there are high profile negative incidents. It also provided some very positive examples of how it is possible to move from a reactive position to a proactive Public Relations model. For this to happen, as Singapore said, “the core beliefs or substance of the organization must stand up to public scrutiny.’

Conference Business

Introduction

For several years prior to 2003, APCCA was advised by an Advisory Committee. Following the adoption of the APCCA Joint Declaration in 2002, the Advisory Committee was transformed into a more formally constituted Governing Board. The Annual Conference remains the ultimate authority for governing the APCCA affairs and the Governing Board acts in an advisory capacity to the Conference.

The Governing Board met on Sunday 3 October 2004 to discuss a number of issues and to consider possible recommendations to the Conference.

The meeting of the Governing Board was preceded by a meeting of the APCCA Finance Committee

APCCA Finance Committee Meeting: 3 October 2004

See Appendix L

Meeting of the APCCA Governing Board: 3 October 2004

Under the Joint Declaration, the Chair of the Governing Board is the Conference host. As Chair, Mr Chua Chin Kiat, Director of the Singapore Prison Service, extended a warm welcome to delegates. The following agenda items were discussed.

1. APCCA Secretariat Report

Mr Kelvin SY Pang, Commissioner of the Hong Kong Correctional Services briefed the Board on the activities of the APCCA secretariat since the last Conference. Activities have included finalizing the Report of the 23rd APCCA, the production and distribution of newsletters, the collation of APCCA statistics and the maintenance of the APCCA website. There have been a number of improvements over the past year, including the production of statistical charts that track trends over recent years and the inclusion on the website of prisons legislation and regulations from a number of jurisdictions.

The Secretariat's report is included as Appendix H to this Report.

The Governing Board thanked the Secretariat and resolved that its report should be tabled to the Conference.

2. Report on the Administration of the APCCA Fund

As Administrator of the APCCA Fund, Mr Kelvin SY Pang, Commissioner of the Hong Kong Correctional Services, briefed members on APCCA's current financial position. The position is healthy. A total of US\$27,272 was received by way of contributions in the year ended 14 September 2004. After expenditure and bank charges, the surplus for 2003-2004 was US\$16,363. The current accumulated surplus is over US\$70,000.

The Governing Board welcomed Thailand's intention to increase its annual contribution to US\$1,000.

There was a brief discussion of the possibility of using the surplus to help to subsidise attendance by jurisdictions who cannot otherwise afford to attend APCCA meetings. However, it was agreed that consideration of the possible uses for the APCCA fund would require the preparation of detailed discussion papers at future conferences.

The general rule is that the host and previous host will audit APCCA fund reports. However, Hong Kong (China) is both the previous year's host and the fund administrator. The Report was therefore audited by New Zealand and Singapore.

The Report of the APCCA Fund is included as Appendix G to this Report.

The Governing Board thanked the Fund Administrator and resolved that the report of the APCCA fund should be tabled to the Conference.

3. Governing Board Elected Membership

Clause 14 of the Joint Declaration contains rules relating to membership of the Governing Board. This includes provision for a number of 'elected' members. The process for elections was discussed by an ad hoc committee at the 23rd APCCA in Hong Kong (China) and by the Conference itself. Basically, the process is that elected members step down in alphabetical order. Under this process, Canada would step down as a member on 4 October 2004. The Chair reported that Canada has expressed an interest in remaining on the Advisory Board but stressed that it is open to any member to nominate.

The Governing Board resolved to report on the current situation to the Conference and to invite other nominations from members, with the issue to be resolved during the course of the Conference.

4. Proposal to Include the Following Year's Host in the Governing Board

It was agreed by all members of the Governing Board that the next hosts (in this instance, Korea, the 2005 hosts) should, in principle, be members of the Governing Board at the preceding Conference (in this instance, this Conference in Singapore). This had been the intention at the time the Joint Declaration was drafted and is necessary in order to ensure continuity and proper Conference preparation. However, a review of Clause 14 of the Joint Declaration indicated that the hosts of the following year's Conference are not members as of right.

The Governing Board resolved that the following year's hosts should be members of the Governing Board and requested the Rapporteur and the Secretariat to draft appropriate amendments and to table these to the Conference.

5. Appointment of Ad Hoc Agenda Committee

As at previous APCCA meetings, an ad hoc agenda committee was appointed to consider topics for the 2005 Conference and to report to the Conference accordingly. The Committee members were chosen as follows: China, Hong Kong (China), Korea, Malaysia, Singapore and Thailand.

6. Confirmation of Hosts for APCCA Conferences

The Rapporteur noted that there have now been offers to host the next six APCCA conferences. Preparations for 2005 in Korea are well under way (below) and New Zealand confirmed its offer for 2006. At the 23rd APCCA in Hong Kong, offers had been received from Vietnam for 2007, the Philippines for 2008 and Western Australia for 2009. The Secretariat and the Rapporteur agreed to follow up with these jurisdictions to confirm the offers. The Governing Board was pleased to hear that Canada has offered to host the 2010 conference.

7. Preparations for 24th APCCA, Singapore

The Korean delegation gave a presentation on preparations for the 2005 Conference, including the venue selection, the logistical arrangements that are in place, and some of their hopes and expectations for the conference.

The Board noted the Korean delegation's report and the substantial progress that has already been made towards the 2005 Conference.

First Conference Business Session: 4 October 2004

The first Conference business session considered the following items.

1. APCCA Membership

The Chair, Mr Chua Chin Kiat, confirmed APCCA membership as at 4 October 2004 (see Appendix J). He noted that two delegations to the Conference (Laos and Solomon Islands) were not at the 2002 or 2003 Conferences and had not signed up as members. He invited them to consider doing so.

2. APCCA Secretariat Report

Mr Kelvin SY Pang, head of the Hong Kong (China) delegation, presented the report of the APCCA secretariat in the same terms as to the Governing Board (above).

The report of the APCCA Secretariat was adopted by the Conference.

3. Report of APCCA Fund Administrator

Mr Kelvin SY Pang, head of the Hong Kong (China) delegation, presented the report of the APCCA Fund secretariat in the same terms as to the Governing Board (above). The Conference noted that the APCCA fund is in a healthy state and also noted the Finance Committee's view that contributions should remain at their present levels.

The report of the APCCA Fund Administrator was adopted by the Conference.

4. Elected Membership of Governing Board

Mr Chua Chin Kiat explained that, under the terms of the Joint Declaration, one of the elected members of the Governing Board steps down each year; and that this year Canada would step down. He stated that people wishing to nominate for elected membership should do so by 5.00pm on Tuesday 5 October 2004; and that Canada would nominate (as permitted under the terms of the Joint Declaration). He explained that if there was more than one nomination, there would be a secret ballot (as required under the terms of the Joint Declaration). This would be conducted, and the result announced, at the Second Business Session on 8 October 2004.

The Conference endorsed this proposal.

5. Proposal to Include the Following Year's Host in the Governing Board

As discussed at the Governing Board (see above), the Chair and the Rapporteur outlined their concerns that the next host of the annual Conference is not, as of right, a member of the Governing Board. The Rapporteur recommended amendments to Clause 14 of the Joint Declaration to address this anomaly.

*The Conference unanimously adopted the proposed changes to clause 14 of the Joint Declaration.*³

6. Other Business

Future Hosts: The Rapporteur noted APCCA's strong position with respect to future hosts and provided the following updates:

- ◇ 2005: Korea is well advanced in its preparations.
- ◇ 2006: New Zealand has re-confirmed that it will host the Conference
- ◇ 2007: Vietnam has re-confirmed that it will host the Conference.
- ◇ 2008: At the 23rd APCCA, the Philippines offered to host the 2008 Conference but was unable to attend the 24th Conference due to financial constraints. The Rapporteur and Secretariat will follow up with the Philippines at an appropriate time.
- ◇ 2009: At the 23rd APCCA, Western Australia offered to host the Conference
- ◇ 2010: In September 2004, Canada offered to host the 2010 Conference

Second Conference Business Session: 8 October 2004

The second Conference business session considered the following items:

1. Confirmation of APCCA Membership 2004/2005

Mr Chua Chin Kiat noted that the Solomon Islands had signed the APCCA Joint Declaration during the course of the Conference, thereby becoming members and bringing APCCA membership up to 30 (see Appendix J).

2. Governing Board Membership 2004/2005

The first Conference business session (see above) resolved to adopt a number of changes to clause 14 of the Joint Declaration, designed to ensure that the host of the following Conference would be a member of the Governing Board. Mr Chua Chin Kiat stated that it

³ A further minor tidying up amendment was made at the Second Conference Business Session (see below). The text that was finally agreed is in Appendix M.

had subsequently been realised that a further minor amendment was required to paragraph (d) of Clause 14. The Rapporteur explained this amendment to the Conference.

The Conference unanimously adopted the further proposed change to clause 14 of the Joint Declaration. (See Appendix M)

Mr Chua Chin Kiat also informed the Conference that there had been no nominations other than Canada for the elected membership vacancy; and that Canada was therefore an elected member for the next three years.

The membership of the Governing Board for 2004/2005 was then confirmed: Korea (Board Chair), Canada, China, Hong Kong (China), Macao (China), Indonesia, Japan, Kiribati, New Zealand and Singapore (see also Appendix K).

3. Topics for 25th APCCA

Agenda Items: The Ad Hoc Agenda Committee met on 6 October and had considered a range of possible topics for the 25th APCCA in Korea. The Rapporteur reported that there will be four Agenda Items:

- ◆ Agenda Item One: *National Reports on Contemporary Issues*
- ◆ Agenda Item Two: *The Promotion of International Cooperation in Corrections*
- ◆ Agenda Item Three: *Management of High Profile and Dangerous Prisoners*
- ◆ Agenda Item Four: *'Doing More with Less': Improving Prison Services at Times of Overcrowding and Financial Constraint.*

The Rapporteur explained that Agenda Item One would be conducted by means of presentations (by Powerpoint where possible) to the full Conference, as has been the established tradition. Smaller group discussions of other Agenda Items had proved very fruitful at the 24th APCCA, allowing more informal, and face to face sharing of ideas and issues. For Agenda Items Two to Four at 25th APCCA, a format will therefore be devised to allow this to continue. The Rapporteurs and the Korean delegation have already commenced discussions, and will continue to work on this over the next few months.

Specialist Workshops: The Rapporteur stated that three Specialist Workshops will be selected from the following list of four topics chosen by the Ad Hoc Committee:

- ◆ Restorative Justice and Victims' Rights in Corrections
- ◆ Measuring the Success of Prisoners' Treatment Programmes
- ◆ Preparing and Helping Inmates to Adapt to Society on Release
- ◆ Staff Training and Development

Discussion Guide: The Rapporteur noted that the feedback on the format of this year's Discussion Guide had been very positive and that the same approach will be adopted for the 2005 Conference. There will be a detailed Guide on all four Agenda Items and a brief summary of the aim of the selected Specialist Workshops. This will be circulated by the Secretariat in around April 2005.

4. Conference Hosts

2005 preparations and dates: The Rapporteur congratulated Korea on its preparations for the 2005 Conference and for the written information about the Conference that had been placed on delegates' desks. He drew the attention of delegates to a change in the Conference dates. **The 25th APCCA will be held from 25 to 30 September 2005** rather than 6 to 11 October (so that Muslim delegates are able to attend outside the period of Ramadan).

The Rapporteur reported that the position with respect to Conferences after 2005 remained as it was at the first Conference business session (see above) – in other words there are confirmed hosts for 2006-2007, an offer for 2008 and firm offers for 2009 and 2010.

5. Other Business

Draft Conference Report: The Rapporteur noted that the final draft of the Conference Report will be sent to delegates for comment in the second half of November, with suggested changes to be notified by the end of December 2004.

Votes of Thanks: China, India, New Zealand, Thailand and Tonga formally thanked the Chair, the conference organizers and the Rapporteurs. The tone of their comments reflected the adage that parting is 'sweet sorrow'. They all commented that the Conference had been extremely successful in terms of the sharing of knowledge and experience during the Agenda Items, the Specialist Workshops, the exhibitions and the visits to institutions. Socially, it had also been most enjoyable, with personal friendships being developed or renewed. They all paid tribute to Mr Chua and his staff for their professionalism, efficient organization, and their friendly support throughout the Conference.

Closing Ceremony

The Conference Closing Ceremony began with a speech by the Rapporteur. Dr Neil Morgan paid tribute to Mr Chua Chin Kiat Service for his vision and skill in promoting a new format for the Conference, for his hospitality, and for his skilful chairing of the Conference proceedings. He also thanked the staff of the Singapore Prison Service for their superb service and work, both before and during the Conference.

Dr Morgan then made some general comments about the future of APCCA. He noted that a few years ago, there had been some concerns about the organization's future. However, the future now seems extremely positive:

- ◆ The 2003 and 2004 Conferences were attended by a record number of jurisdictions (22). In addition, at this Conference, we had papers from the Philippines and Canada, even though they had been unable to attend in person. Given that people 'vote with their feet', especially at times of financial constraint, this is a very positive sign.
- ◆ APCCA is in good shape in terms of its organization and its financial position; and there will be opportunities at future Conferences to consider how some of the funds may be spent in areas of significance to regional correctional administrators.
- ◆ During 2003 and 2004, the Conference has developed significantly in terms of opportunities for the face to face sharing of ideas. The decision to have smaller group discussions at this Conference had been a great success.
- ◆ APCCA is in a very healthy position with respect to future hosts.
- ◆ Much of APCCA's strength lies in the fact that it remains a relatively small, invitation-based gathering; and that people get to know one another personally as well as professionally. In a sense, it is like an extended family. This reinforces the organization's strength and value.

Dr Morgan then placed on record APCCA's appreciation for a number of colleagues who have made a huge contribution over many years, but for whom this was likely to be the last APCCA (including Mr Donald Wee of Malaysia, Mr Mark Byers of New Zealand and Mr Lohman Yew of Singapore).

Finally, Dr Morgan looked forward to the 2005 Conference in Seoul and commended the professionalism of the Korean delegation.

Mr Chua Chin Kiat, Director of the Singapore Prison Service, then delivered the following speech:

Speech by Director of Prisons, Singapore Prison Service, Mr Chua Chin Kiat at the Closing Ceremony

Distinguished delegates

Ladies and gentlemen

Introduction

On the first day of the conference, our Guest-of-Honour, Mr Wong Kan Seng, Minister for Home Affairs noted that APCCA provides a good platform for the exchange of ideas and for developing better ways to help the inmates under our custody.

2. We have had a fruitful five days discussing the common issues we faced as correctional administrators. I hope your visits to Sembawang Drug Rehabilitation Centre, Prison School and our new prisons in Cluster A have been an enriching experience. The network and friendships that we have formed in this conference will no doubt continue to bring about a closer working relationship with one another.

Special Thanks

3. I would like to take this opportunity to thank our conference rapporteurs Dr. Neil Morgan and his wife, Mrs. Irene Morgan for preparing the Discussion Guide for this year's APCCA conference. Besides our rapporteurs, I would also like to thank our content leaders: Mr Gerry Schipp from Australia, Dr Henry Kwong from Hong Kong, Mr Mark Byers from New Zealand and Mr Nathee Chitsawang from Thailand. You have done an excellent job in leading the discussions of the agenda items and presenting the ideas of your respective groups. The new format of Breakout Group Discussions has proved workable. The presentations by Australia, Mongolia, Hong Kong and Korea at the three specialist workshops have also been enlightening and engaging.

4. More importantly, I am glad to see many of the delegates breaking out of their comfort zones to interact and share their personal experiences and knowledge during the breakout group discussions and big group dialogues. Thank you all for your enthusiasm and your active participation.

Concluding Remarks

5. The time has finally come for us to end the conference. It is my sincere hope that you will take home with you the many lessons learnt during the conference, and use them to impact the lives of not only your colleagues, but the lives of those who are under your charge.

6. Thank you once again for your presence and your participation these past five days. It has been a privilege for Singapore to host the 24th APCCA conference and I look forward to seeing all of you again during 25th APCCA in Korea next year.

Following Mr Chua's speech, the Korean delegation made an audio visual presentation to introduce delegates to their country. This was followed by a speech by Mr Yang Bong-Tae, Director-General Correction Bureau, Republic of Korea.

Speech by Director-General Correction Bureau, Republic of Korea, Mr Yang Bong-Tae at the Closing Ceremony

Mr. Chairman and Distinguished Delegates,

It is my great honor to be here and to share memorable time with all of you during this wonderful and fruitful conference.

Over the past five days, we have worked hard and engaged in many profound discussions on ways to further promote and consolidate effective and efficient correctional policies.

As a result, we came up many valuable ideas and deeply understood that we had a common goal of inmate rehabilitation even though we have different correctional systems.

The time we had together in prison tours and amazing dinners in almost every evening also brought us meaningful opportunities for more mutual understanding.

Here, more than anything else, I would like to express my heartfelt appreciation for Singapore Prison Service and all staffs who devoted time and effort for this conference.

At the time of closing of this unforgettable conference, I would like to cordially invite you to the 25th APCCA to be held in Seoul on September 2005. As the Singapore conference bore meaningful fruits, we will also do our best for a successful conference.

For the next conference, we already selected a superb facility for conference venue and formed Task Force with competent staffs for the overall planning.

Various social activities for spouses will also be prepared to let them have a real taste of Korea as you already saw in the movie.

Last but not least, I would like to finish my speech by wishing you a very good time in Singapore and by extending to you all a heartfelt welcome to Seoul for the 25th APCCA.

Thank you very much and see you in Seoul.

Finally, the APCCA symbols were handed over by Mr Chua to Mr Yang for safe keeping and the 2004 Conference formally closed.

Appendix A

List of Participants

Australia (ACT)	Mr James Ryan (Head of Delegation) Executive Director ACT Corrective Services GPO Box 158 Canberra ACT 2601 Australia Tel: 61 2 62070847 Fax: 61 2 62070155 Email: james.ryan@act.gov.au
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Appendix B

Correctional Statistics for Asia and the Pacific 2004

Table 1: Prisoners by Gender and Imprisonment Rates, mid 2004

Country/Area	Male	Female	Total	General Population('000)	Imprisonment rate (per 100000 population)	% of foreign nationals/non-locals
Australia	21745	1617	23362	18792	123.1	16.7 ¹
Brunei Darussalam	426	37	463	336.57	137.6	35.8
Canada ²	30886	1626	32512	24356.9	133.5	---
Cambodia	6430	348	6778	12000	56.5	2.1
China ³	1477212	71286	1548498	1265830	122.3	0.2
Fiji	1053	30	1083	775	139.7	1.2
Hong Kong (China)	10263	2828	13091	6842	191.3	39.2
Japan ⁴	69446	4288	73734	127520	57.8	7.7
Kiribati	81	0	81	84.494	95.9	0.0
Korea	54158	3744	57902	48500	119.4	1.3
Laos	3599	421	4020	5211.173	77.1	4.3
Macao (China)	790	85	875	450	194.4	38.2
Malaysia	39781	3643	43424	25000	173.7	39.8
Mongolia	6142	258	6400	2504	255.6	0.1
New Zealand	6409	393	6802	4060	167.5	0.3
Singapore	14991	1844	16835	4185.2	402.3	17.6
Sri Lanka ⁵	20274	701	20975	19252	108.9	0.9
Solomon Island	269	6	275	509.19	54.0	0.4
Thailand	155696	36274	191970	63075.765	304.3	5.1
Tonga	112	4	116	100	116.0	0.0

¹ the unknown nationalities were counted as local prisoners in Tasmania and NSW

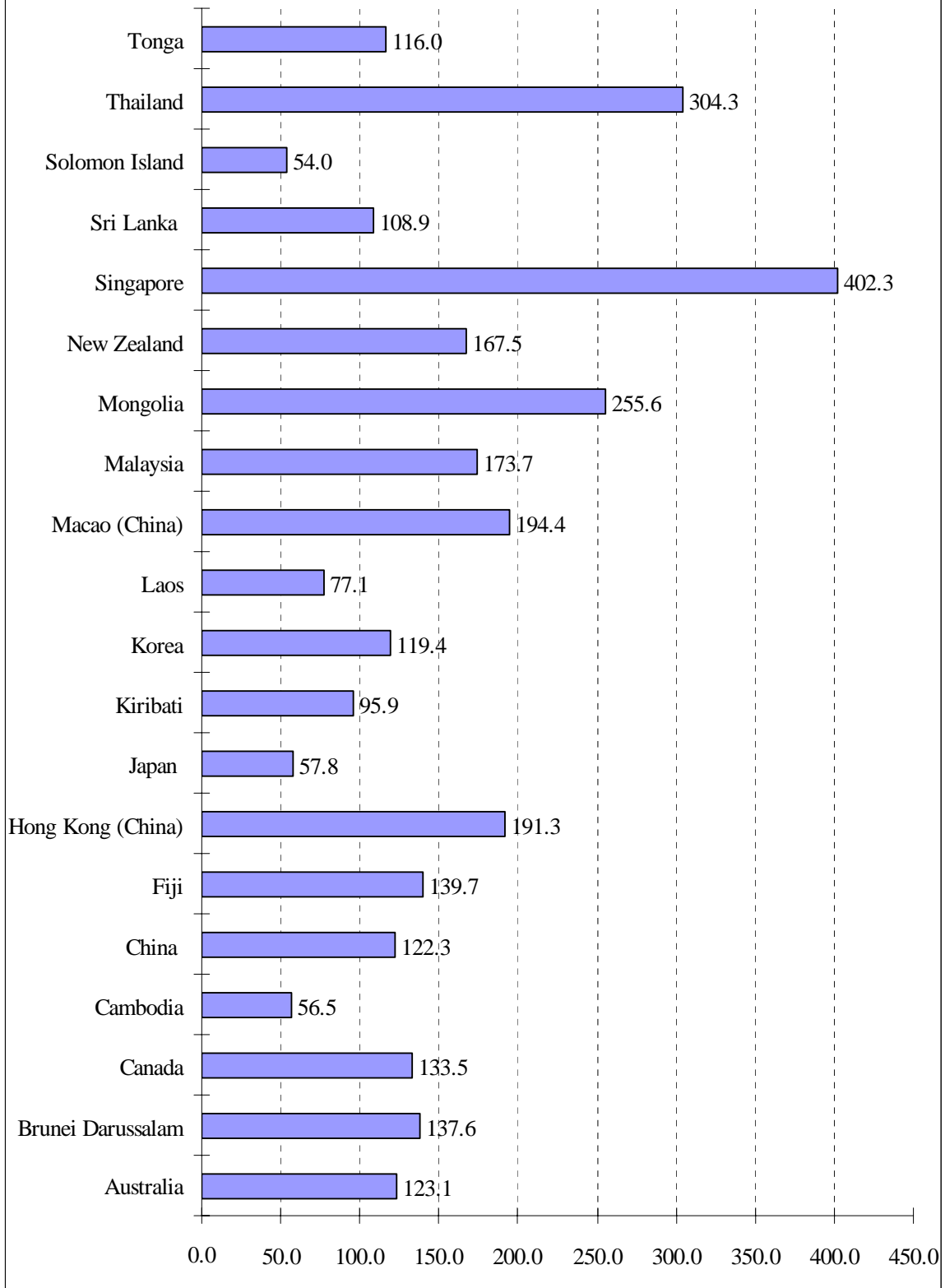
² refers to 2002-2003

³ refers to Dec 2003

⁴ refers to 31.12.2003

⁵ refers to 31.12.2003

**Imprisonment Rate (per 100 000 population)
Asia and the Pacific, mid 2004**



Correctional Statistics for Asia and Pacific 2004

Table 2: Unconvicted Remandees, mid 2004

Country/Area	Unconvicted remandees	% of remandees	Remand rate (per 100000 population)
Australia	4886	20.9	25.7
Brunei Darussalam	39	8.4	11.6
Canada ¹	8730	26.9	35.8
Cambodia	2124	31.3	17.7
Fiji	105	9.7	13.5
Hong Kong (China)	1480	11.3	21.6
Japan ²	12143	16.5	9.5
Kiribati	5	6.2	5.9
Korea	21821	37.7	45.0
Laos	40	1.0	0.8
Macao (China)	97	11.1	21.6
Malaysia	16997	39.1	68.0
Mongolia	1092	17.1	43.6
New Zealand	1275	18.7	31.4
Singapore	1497	8.9	35.8
Solomon Island	70	25.5	13.7
Sri Lanka ³	9988	47.6	51.9
Thailand	41708	21.7	66.1
Tonga	1	0.9	1.0

¹ refers to 2002-2003

² refers to 31.12.2003

³ refers to 31.12.2003

Correctional Statistics for Asia and Pacific 2004

Table 3(a): Institutional Staff* to Prisoner Ratio, mid 2004

Country/Area	Total institutional staff	Institutional staff to prisoner ratio
Australia	10368	1:2.3
Brunei Darussalam	508	1:0.9
Canada	27269	1:1.2
China	280521	1:5.5
Fiji	370	1:2.9
Hong Kong (China)	5547	1:2.4
Japan	17378	1:4.2
Kiribati	29	1:2.8
Korea	12354	1:4.7
Laos	578	1:7.0
Macao (China)	479	1:1.8
Malaysia	11763	1:3.7
Mongolia	1800	1:3.6
New Zealand	3073	1:2.2
Singapore	1833	1:9.2
Sri Lanka	4597	1:4.6
Solomon Island	18	1:15.3
Thailand	10516	1:18.3
Tonga	69	1:1.7

* 'Institutional Staff' refers to full time (or equivalent) staff working in prisons/correctional institutions, including all categories of staff in prisons/correctional institutions, but excluding those working in headquarters and training colleges.

Correctional Statistics for Asia and the Pacific 2004

Table 3(b): Custodial Staff* to Prisoner Ratio, mid 2004

Country/Area	Total institutional custodial staff	Custodial staff to prisoner ratio
Australia	8059 ¹	1:2.5
Brunei Darussalam	429	1:1.1
China	274470	1:5.6
Fiji	370	1:2.9
Hong Kong (China)	4813	1:2.7
Japan	16469	1:4.5
Kiribati	29	1:2.8
Korea	11105	1:5.2
Macao (China)	373	1:2.3
Malaysia	11048	1:3.9
Mongolia	1452	1:4.4
New Zealand	2220	1:3.1
Singapore	1741	1:9.7
Sri Lanka	4446	1:4.7
Solomon Island	330	1:0.8
Thailand	10516	1:18.3
Tonga	67	1:1.7

¹ data excluding Victoria

* 'Custodial Staff' refers to full time (or equivalent) custodial staff working in prisons/correctional institutions who are involved in direct custodial inmate supervision (i.e., excluding other supporting staff like medical doctors, psychologists, teachers, clerical staff, civilian personal, etc.).

Correctional Statistics for Asia and the Pacific 2004

**Table 4(a): Rate of Offenders Receiving Community-based Supervised Sentences*,
mid 2004**

Country/Area	Total number of offenders receiving community-based supervised sentences	Rate of offenders receiving community-based supervised sentence (per 100000 population)
Australia	48902	257.7
Brunei Darussalam	---	---
Cambodia	---	---
Canada ¹	116974	480.2
China	---	---
Fiji	---	---
Hong Kong (China)	4432	64.8
Japan ²	15767	12.4
Kiribati	---	---
Korea	---	---
Laos	---	---
Macao (China)	91	20.2
Malaysia	---	---
Mongolia	---	---
New Zealand	21581	531.6
Singapore	---	---
Sri Lanka	---	---
Solomon Island	---	---
Thailand	---	---
Tonga	23	23.0

¹ refers to 2002-2003

² refers to 31.12.2003

* refers to Community-based Supervised Sentences imposed by the courts as an alternative to imprisonment / custodial sentence.

Correctional Statistics for Asia and the Pacific 2004

Table 4(b): Rate of Offenders Subject to Supervised Orders upon Release From a Custodial Sentence, mid 2004

Country/Area	Total number of offenders subject to supervised orders upon release from a custodial sentence	Rate of offenders subject to supervised order upon release from a custodial sentence (per 100000 population)
Australia	7874	41.5
Brunei Darussalam	---	---
Cambodia	---	---
Canada ¹	7222	29.7
China	5208	0.4
Fiji	---	---
Hong Kong (China)	2968	43.4
Japan ²	7949	6.2
Kiribati	4	4.7
Korea	---	---
Laos	---	---
Macao (China)	75	16.7
Malaysia	---	---
Mongolia	---	---
New Zealand	3365	82.9
Singapore	765	18.3
Sri Lanka	108	0.6
Solomon Island	---	---
Thailand	---	---
Tonga	7	7.0

¹ refers to 2002-2003

² refers to 31.12.2003

Correctional Statistics for Asia and Pacific 2004

Trend of Imprisonment Rate in Asia and the Pacific (1995-2004)

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Bangladesh	37.1									
India	23.5	24.3	24.8	25.2				26.5		
Indonesia		23.1	21.3	24	26	25.4	30.9		36.7	
Nepal										
Philippines	26.2	27	28.5	30.3	28		30.9	31.9	35	
Pakistan (State of Jammu and Kashmir)									28.8	

Imprisonment Rate

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Cambodia	26	28.3	27.2	29.1	36	45.9	51.5	49	52.9	56.5
Japan	37.8	39.3	40.4	41.7	44.3	48.3	51.5	54.6	57.8	
Laos										77.1
Solomon Islands	45.5	40.9	38.7	25.5	31					54.0
Tuvalu						66.7				
Vanuatu	54.3							48	46.5	
Vietnam		58.9		70.5	70.5					

Imprisonment Rate

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Australia	89.3	93.4	95.1	99.9	108.8	108.9	111.2	111	116.1	123.1
Brunei Darussalam	109.7	114.6		96.9	88	98.4	119.3	136.7	146.2	137.6
China	103	106.7	115.2	120	112	109.8	112.8	116.7	121.3	122.3
Kiribati	130					73.1	74.1	75.7	78.1	95.9
Papua New Guinea		99.1		94.8	94		86.7	67		
Sri Lanka			77.8	78.4	100	88.7	106	93.3	105.1	108.9
Tonga						55.3	90.2	110	111.9	116.0

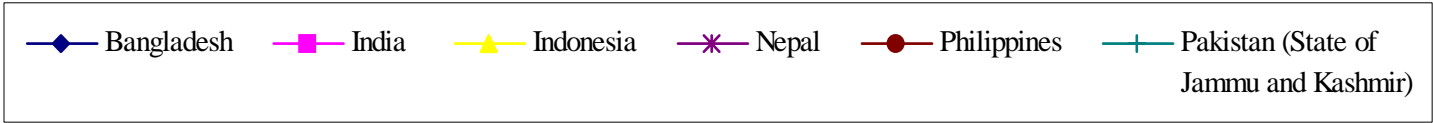
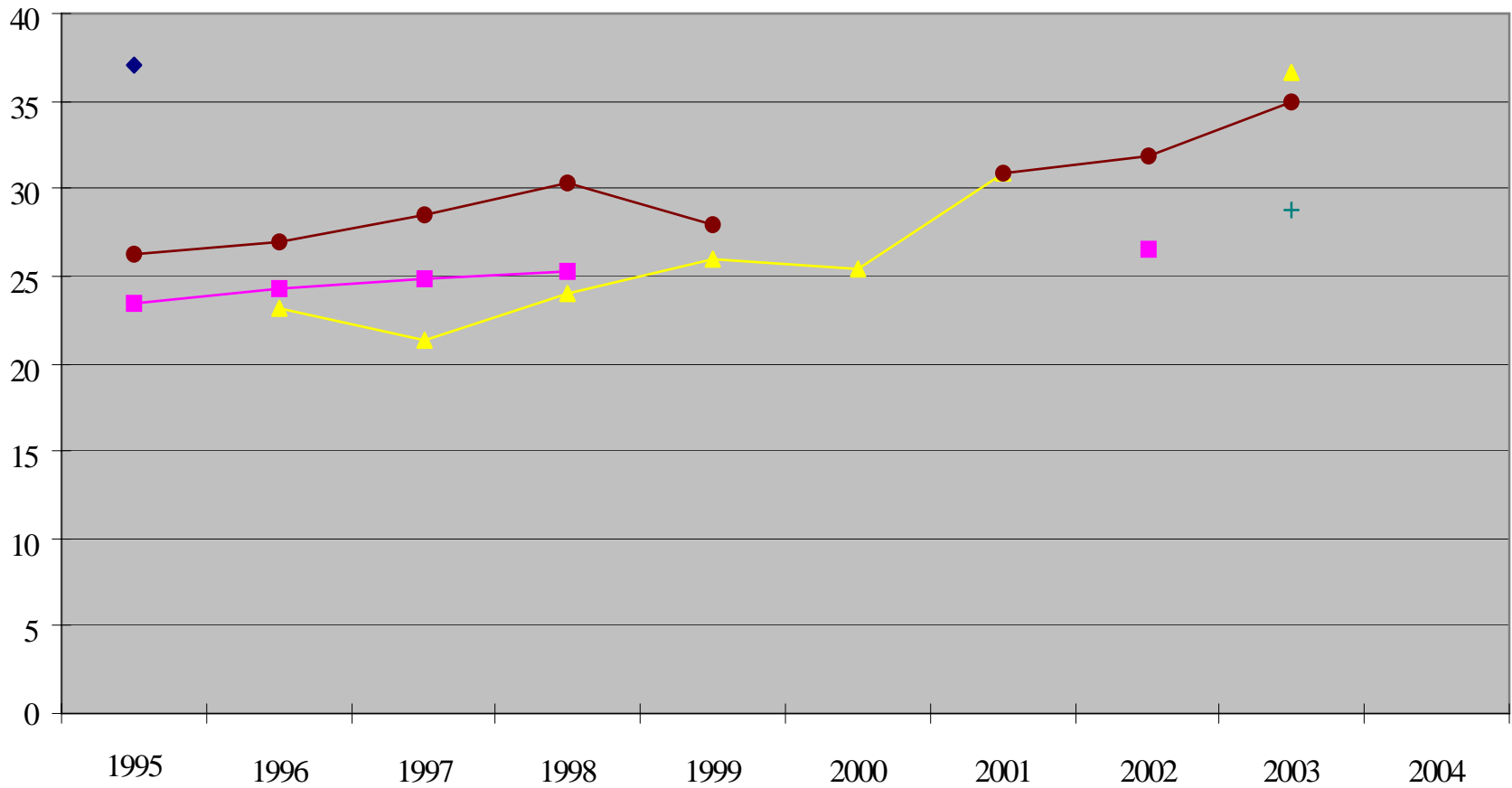
Imprisonment Rate

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Cook Islands	225					153.3	165	117.6	90.4	
Fiji	122.7	130.4	141.1	117.5	152	152.5	142.2	115.7	126.7	139.7
Korea	137.3	138.7	120.3	152.9	147	135.3	131.5	128.9	122.5	119.4
Malaysia	104.2	108.2	108.4	120.5	123	104	124.1	125.2	158.5	173.7
New Zealand	126.8	129.6	143.1	146.3	152	148.1	154.7	149.3	155.3	167.5
Samoa	154.5			109.3						

Imprisonment Rate

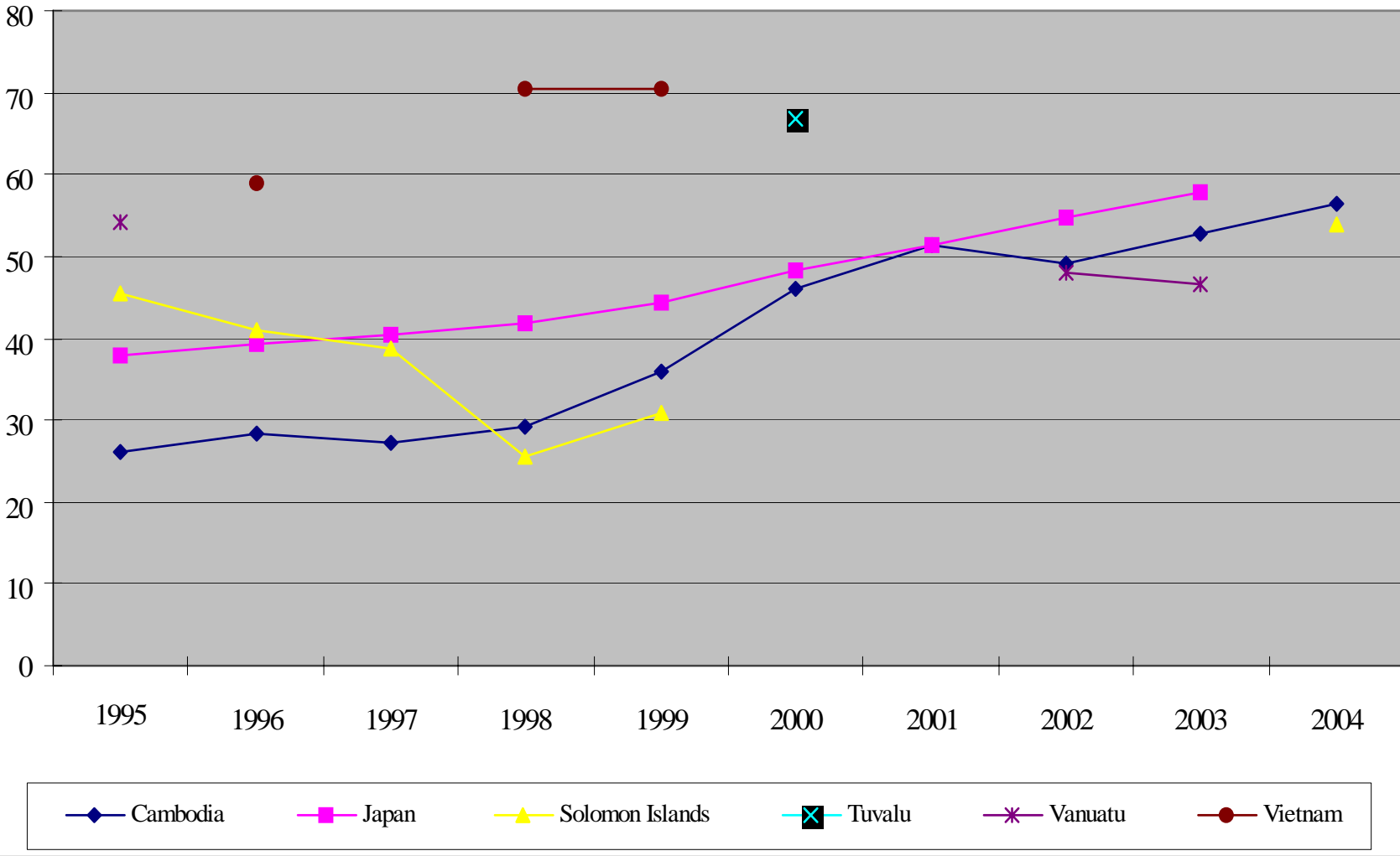
	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Canada	53		446	114.9	109	107	103.7	102.5	133.5	
Hong Kong	207.2	201.1	184.4	163.2	164	164	173.8	181.2	180.1	191.3
Macao	107.1	114.3	154.7	152	180	207.7	195.7	208.3	200.7	194.4
Singapore	287.3	304.2	517.3	289.8	317	344.8	366	394.8	438.4	402.3
Thailand	180.5	173.1	201.6	270	320	334.1	351.8	402.6	340.5	304.3
Mongolia		252.9		253.5	256		277.3	297.1	318	255.6

Imprisonment Rate of Asia and the Pacific (1995-2004) - Chart 1A



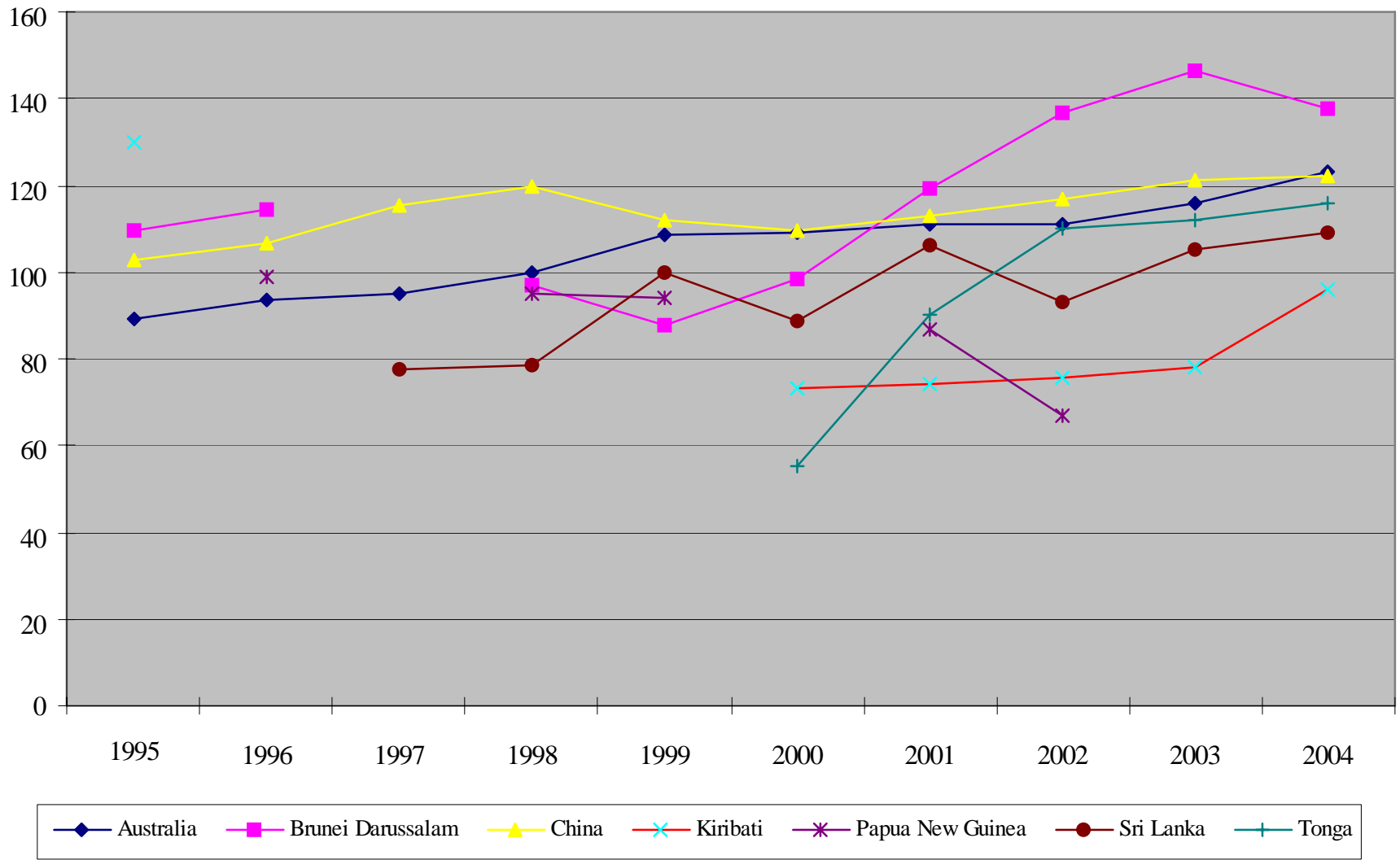
-per 100,000 of the general population

Imprisonment Rate of Asia and the Pacific (1995-2004) - Chart 1B



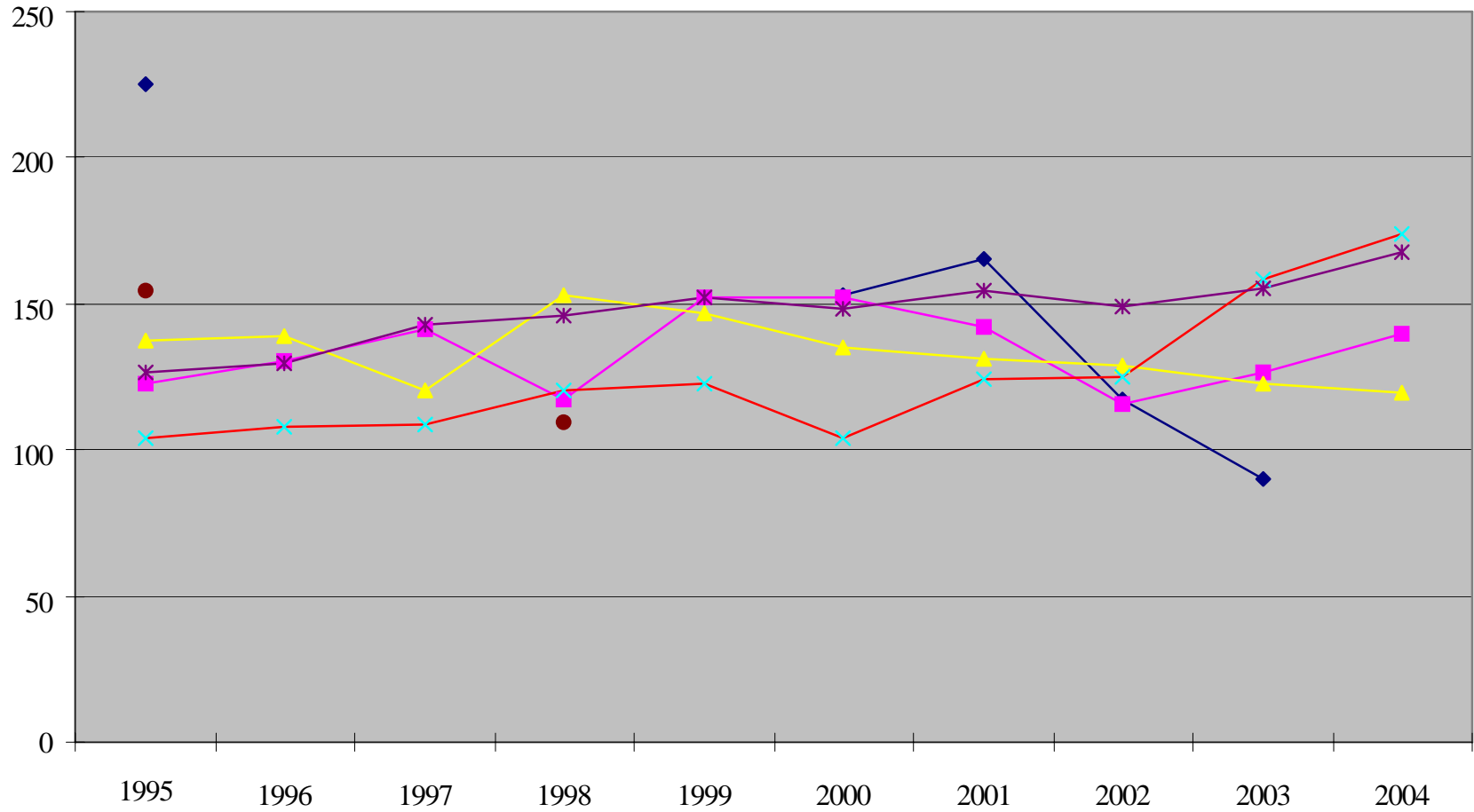
-per 100,000 of the general population

Imprisonment Rate of Asia and the Pacific (1995-2004) - Chart 1C



-per 100,000 of the general population

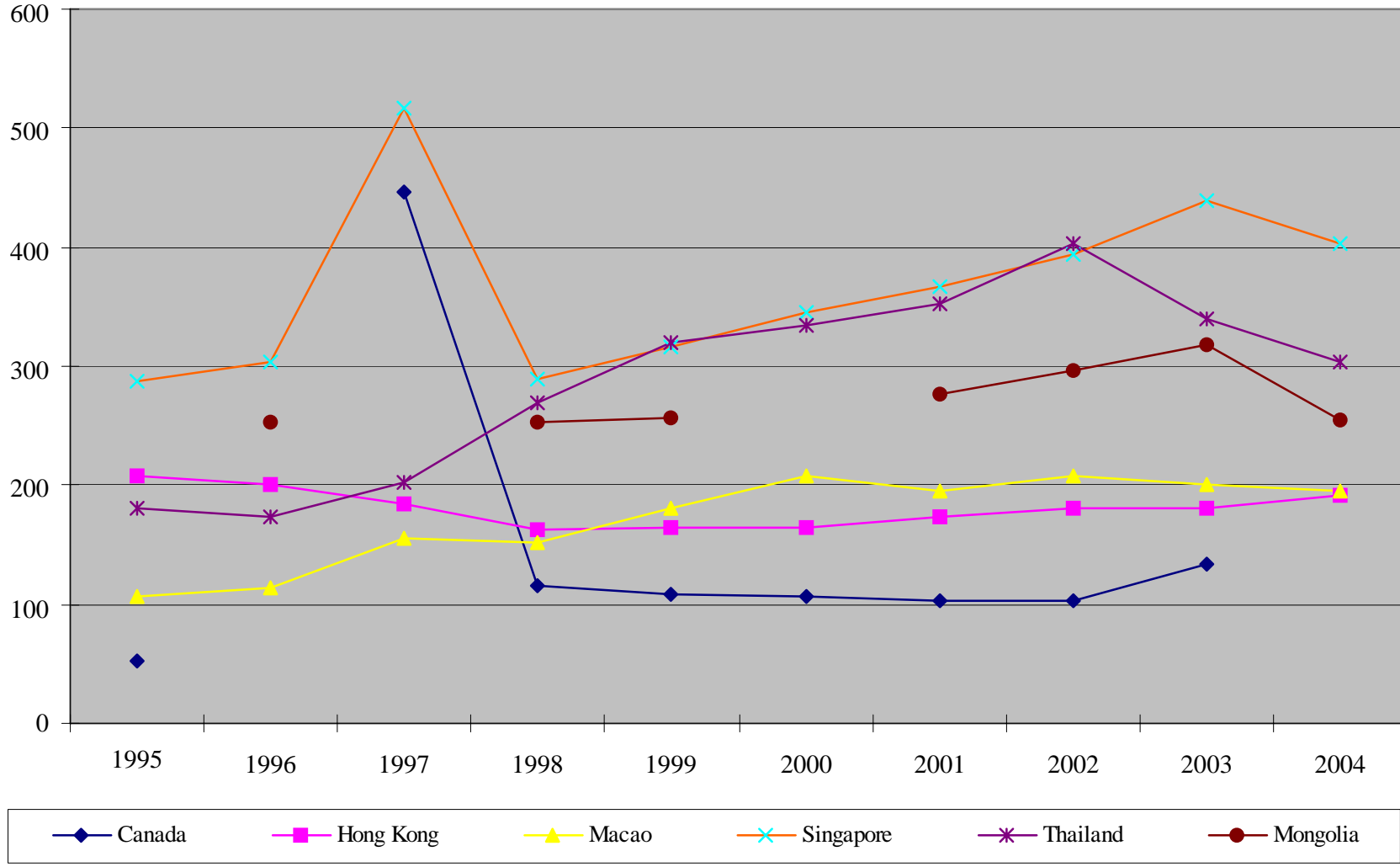
Imprisonment Rate of Asia and the Pacific (1995-2004) - Chart 1D



◆ Cook Islands ■ Fiji ▲ Korea × Malaysia * New Zealand ● Samoa

-per 100,000 of the general population

Imprisonment Rate of Asia and the Pacific (1995-2004) - Chart 1E



-per 100,000 of the general population

Correctional Statistics for Asia and the Pacific 2004

Trend of Remand Rate (1995 - 2004)

Country	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Australia		12.8	13.8	14.8	16.9	19.8	22.3	22.2	24.5	25.7
Cambodia	10.1	10.1	9.1	10.5	13	16.4	15.9	17	16.1	17.7
Canada				19.1	21	21.4	21.9		35.8	
Hong Kong	20.7	19.9	18.6	18.1	14.3	16.1	18.7	19	20.3	21.6
India	16.4	17.5	18.2	18.4		20.3				

Country	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Bangladesh	23.8			---	---	---				
Brunei Darussalam	12	8.6		13.4	8.7	9.5	6.0	12.3	4.3	11.6
Cook Islands	20					13.3		14.7	4.8	
Fiji	8.2	10.2	8.4	5.7	9	8.1	20.6	13.8	17.4	13.5
Indonesia		8	6.2	9.5	11	10	10.4		14.6	

Country	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Philippines	3.1	3.2	2.9	3.1	2.2					
Solomon Islands	2.4	4.5	5.5	7.4	10					13.7
Pakistan (State of Jammu and Kashmir)									1.7	
Tonga								9	5.9	1
Vanuatu	7.9				4.9			3	4	

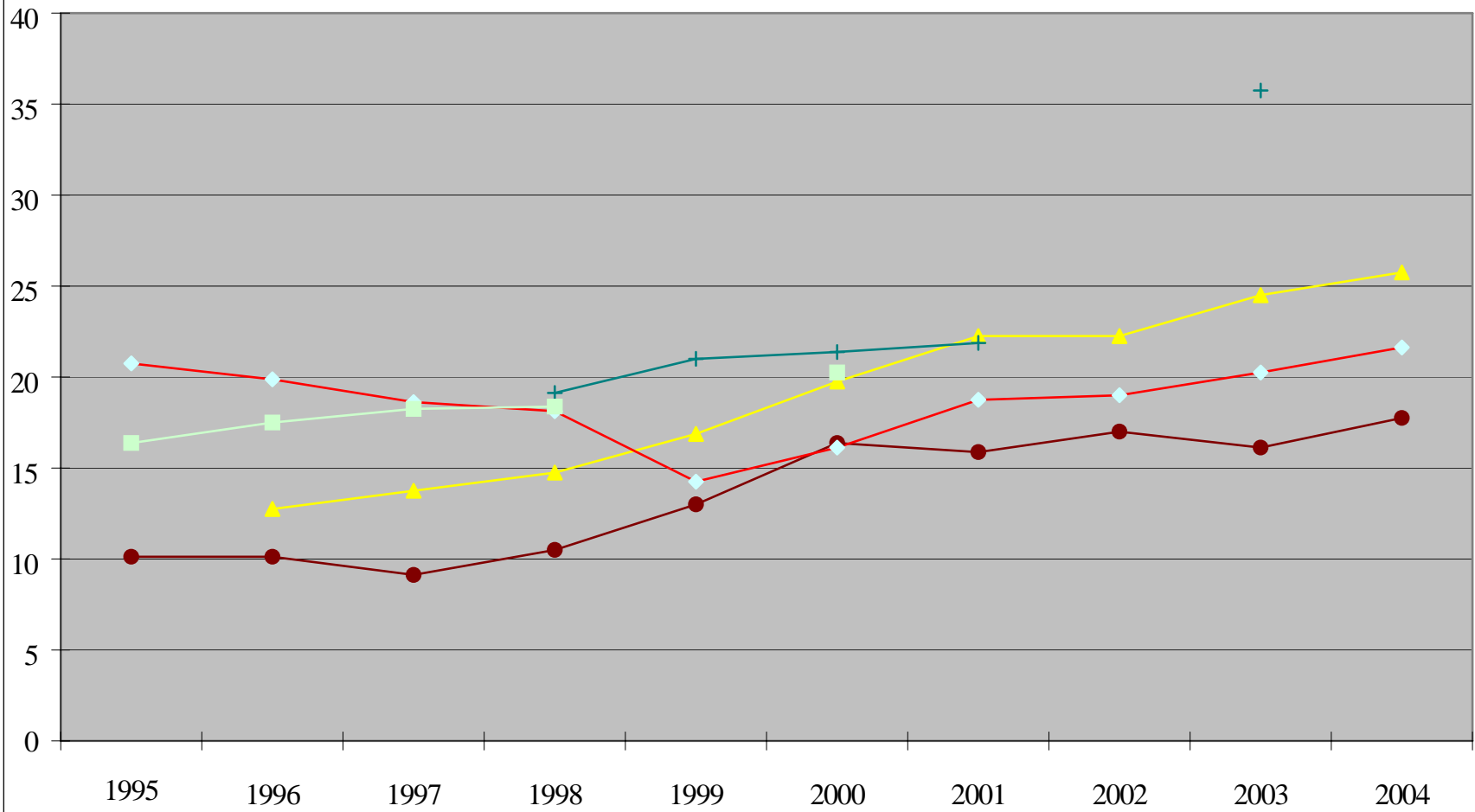
Country	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Kiribati	17.1					9	7.1	2.4	8.3	5.9
New Zealand	15.3	13.9	16.3	18	18.8	19.6	23.3	24.8		31.4
Papua New Guinea		28.8		28.1	28.1		31.4	23.6		
Samoa	11.5									

Trend of Remand Rate (1995 - 2004)

Country	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Japan	6.8	7	7.1	7.3	8.3	8.7	9.3	9.4	9.5	
Malaysia	26.6	33.5	28.1	31.8	35.9	31	36.7	36.5	48.6	68
Singapore	12.5	14.3	56.7	58.9	14.6	57.8	43.0	46.5	27.7	35.8
Sri Lanka			40.8	44.9	47.5	43.3	54.3	54.7	54.2	51.9

Country	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Korea	61.9	64.7	49.1	71.6	62.8	52.5	51.2	48.7	45.3	45
Macao	38	32.8	48.4	43.6	43.2	59.9	42.3	36.2	21.6	21.6
Mongolia									63.7	43.6
Thailand	59.8	59	40.8	41.8	82.2	129.9	137.9	138.8	89.7	66.1

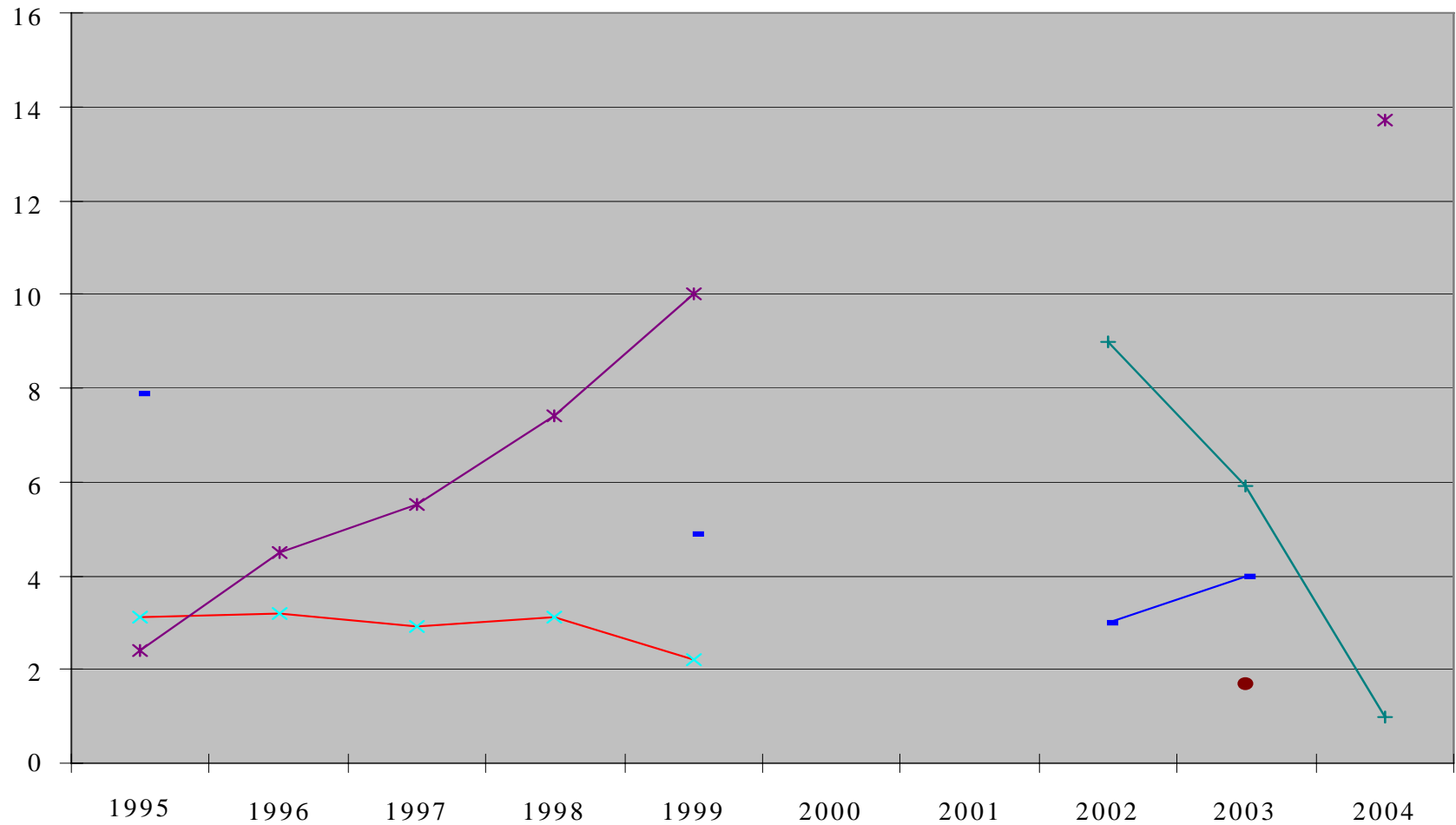
Remand Rate of Asia and the Pacific (1995-2004) - Chart 2A



—▲— Australia —●— Cambodia —+— Canada —◆— Hong Kong —■— India

-per 100,000 of the general population

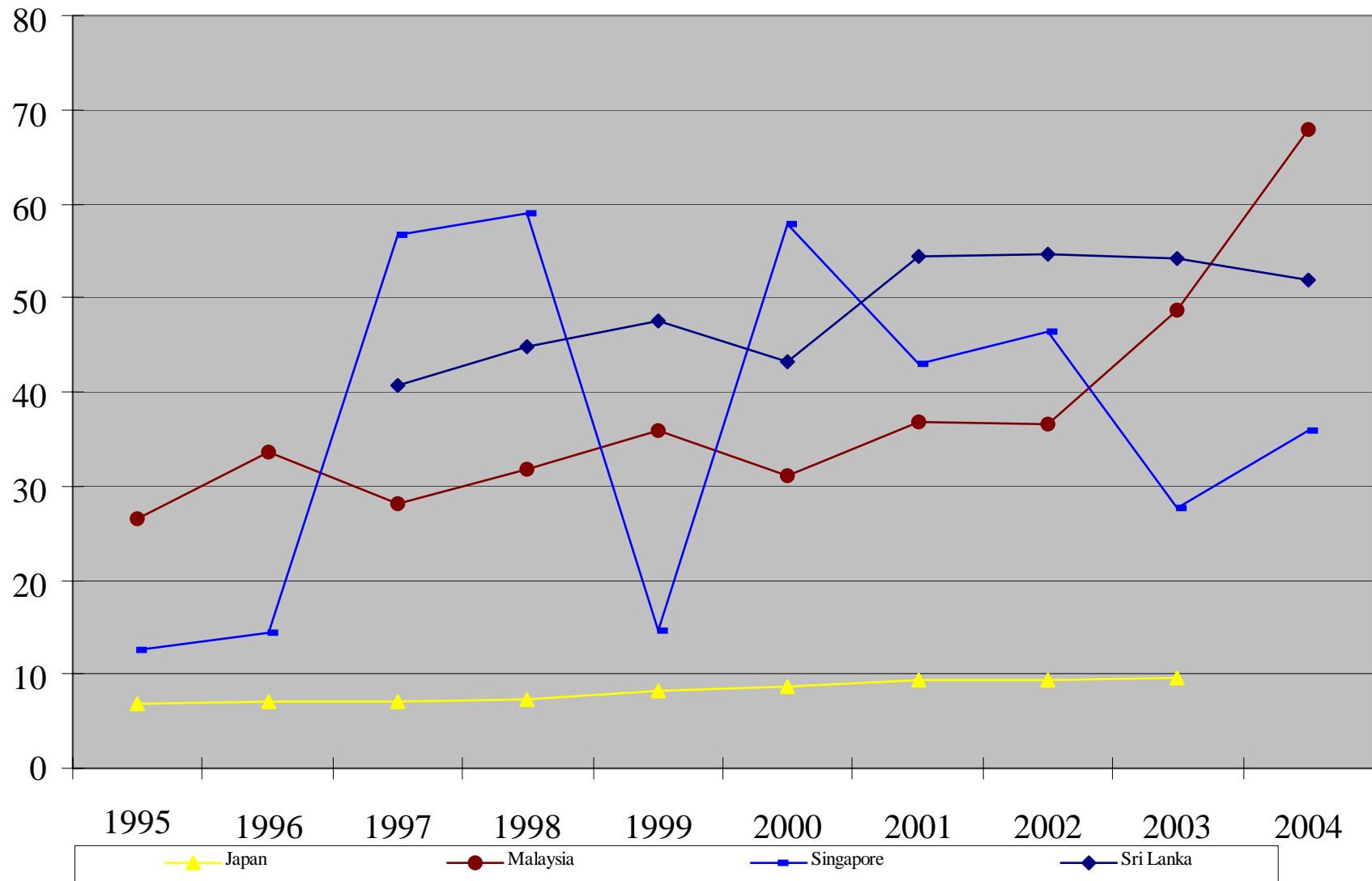
Remand Rate of Asia and the Pacific (1995-2004) - Chart 2B



—x— Philippines —*— Solomon Islands —●— Pakistan (State of Jammu and Kashmir) —+— Tonga —■— Vanuatu

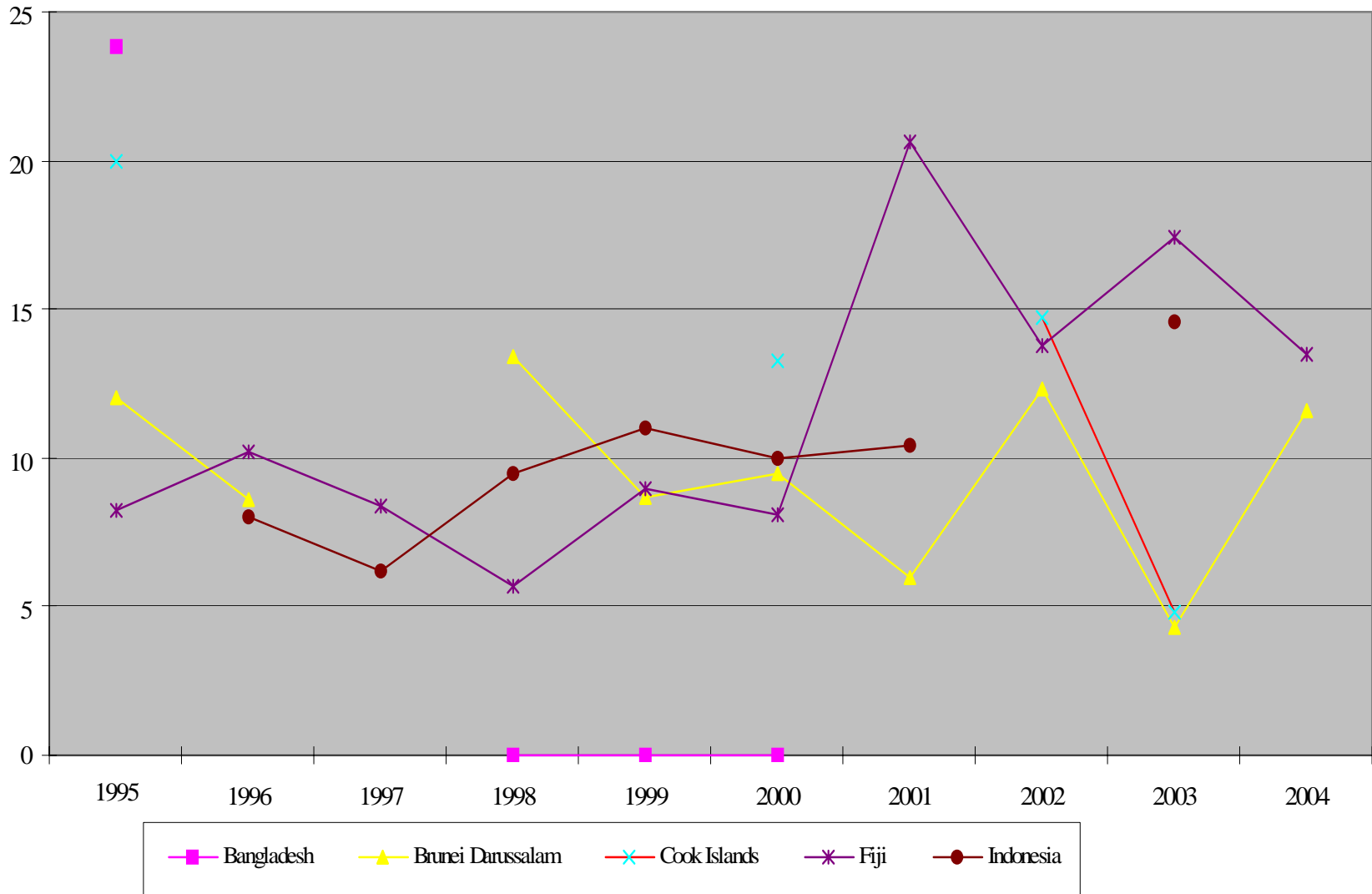
-per 100,000 of the general population

Remand Rate of Asia and the Pacific (1995-2004) - Chart 2C



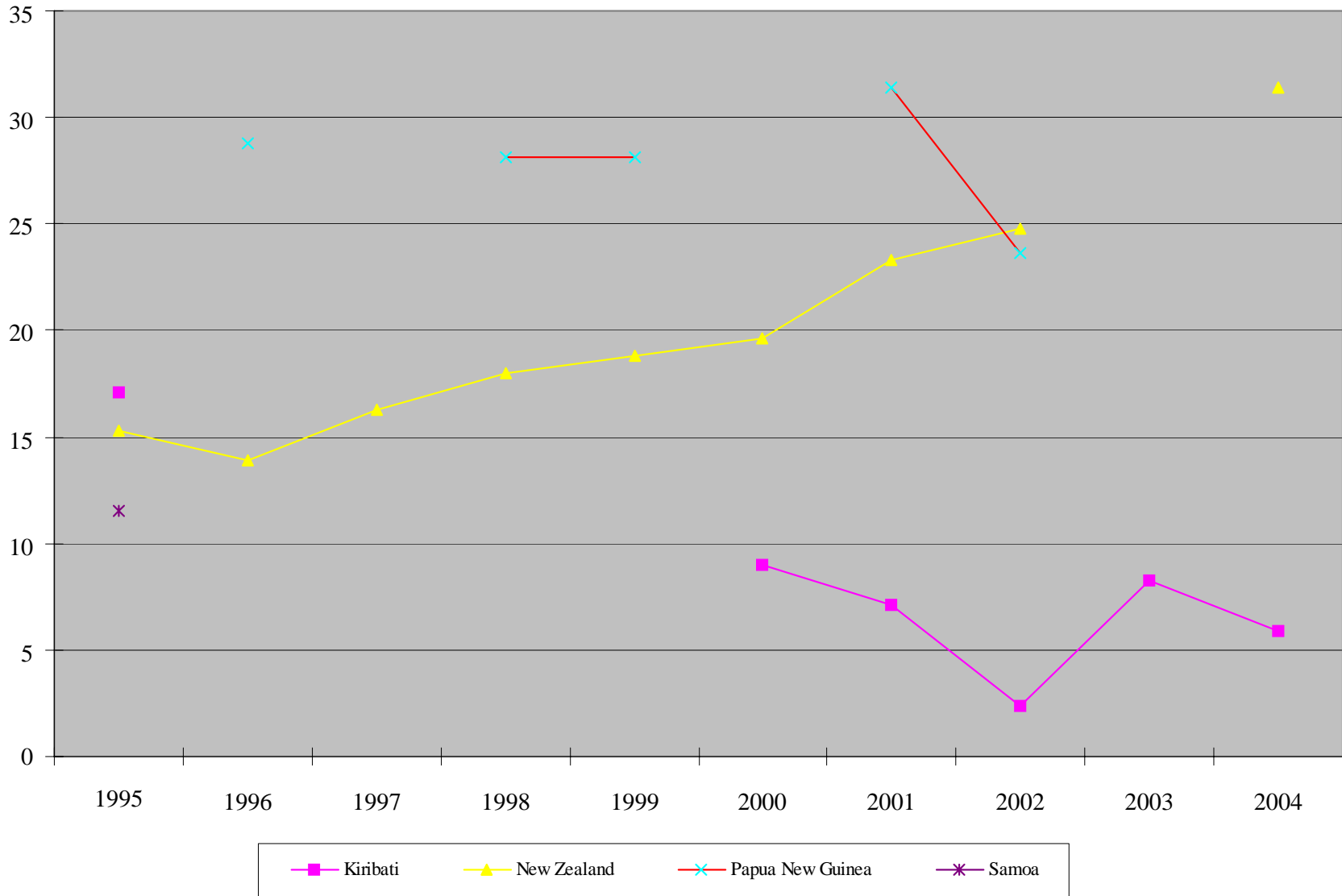
-per 100,000 of the general population

Remand Rate of Asia and the Pacific (1995-2004) - Chart 2D



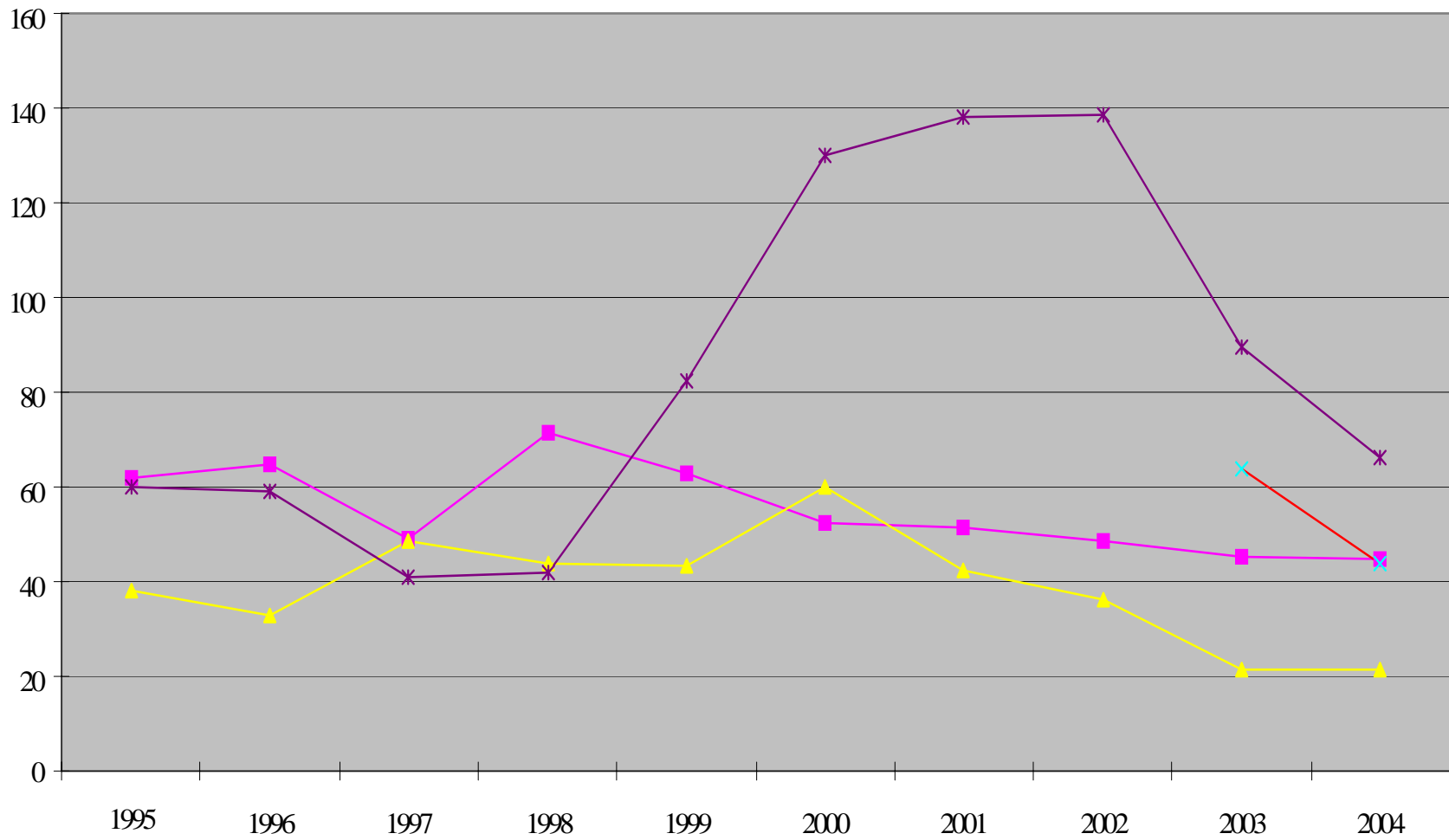
-per 100,000 of the general population

Remand Rate of Asia and the Pacific (1995-2004) - Chart 2E



-per 100,000 of the general population

Remand Rate of Asia and the Pacific (1995-2004) - Chart 2F



—■— Korea —▲— Macao —×— Mongolia —*— Thailand

-per 100,000 of the general population

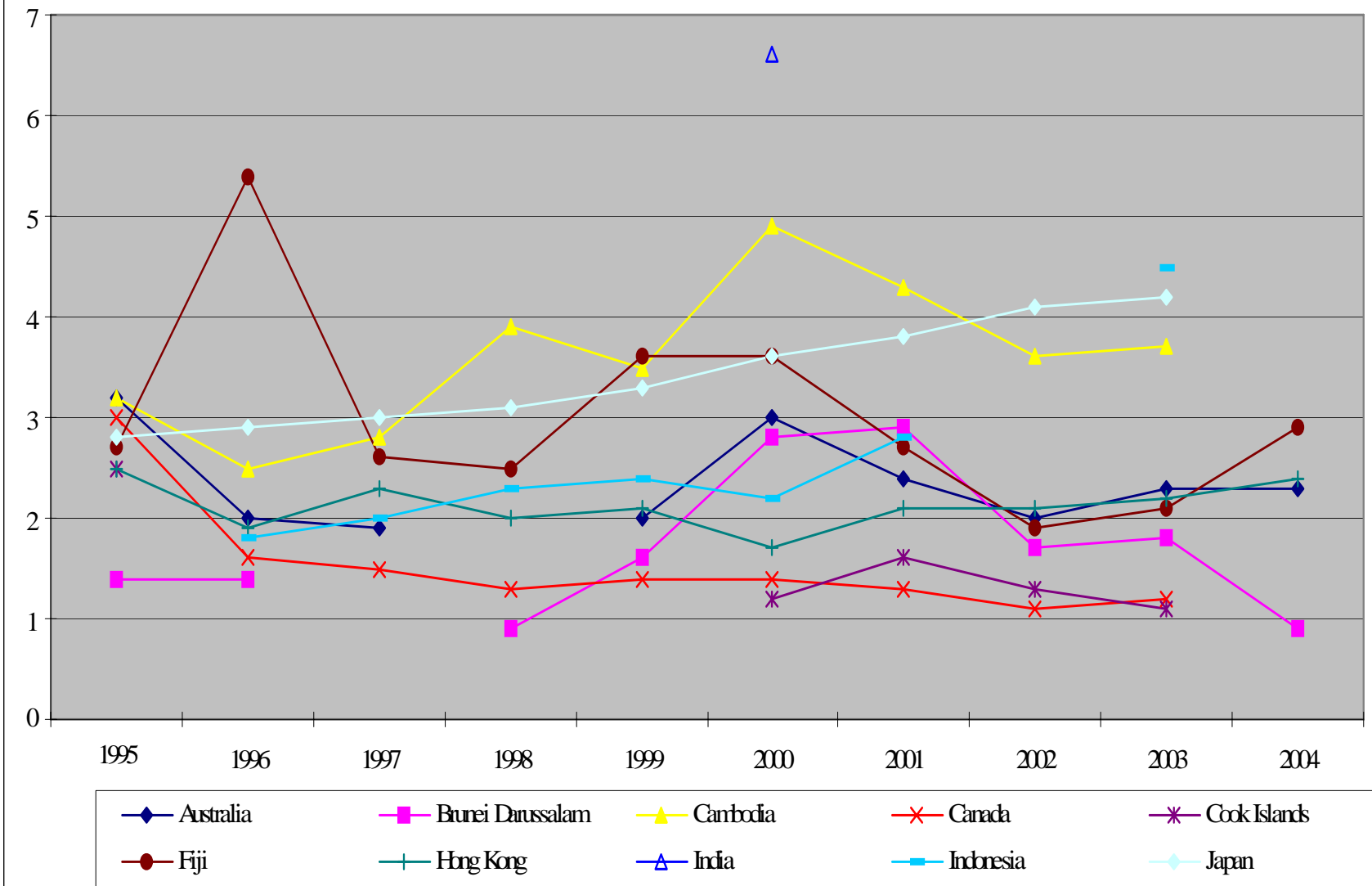
Staff vs Inmate Ratio

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Australia	3.2	2.0	1.9		2	3.0	2.4	2.0	2.3	2.3
Brunei Darussalam	1.4	1.4		0.9	1.6	2.8	2.9	1.7	1.8	0.9
Cambodia	3.2	2.5	2.8	3.9	3.5	4.9	4.3	3.6	3.7	
Canada	3.0	1.6	1.5	1.3	1.4	1.4	1.3	1.1	1.2	
Cook Islands	2.5					1.2	1.6	1.3	1.1	
Fiji	2.7	5.4	2.6	2.5	3.6	3.6	2.7	1.9	2.1	2.9
Hong Kong	2.5	1.9	2.3	2	2.1	1.7	2.1	2.1	2.2	2.4
India						6.6				
Indonesia		1.8	2	2.3	2.4	2.2	2.8		4.5	
Japan	2.8	2.9	3	3.1	3.3	3.6	3.8	4.1	4.2	
Laos										7.0

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Kiribati	3.4					1.6	2.1	2.1	2.2	2.8
Macao	1.9	1.5	2	2.1	1.7	2.4	1.8	1.9	1.8	1.8
Malaysia	2.6	2.8	2.8	3.5	3.2	2.9	3.0	3.1	4.1	3.7
Mongolia		5.2		5.8	4.9		4.8	4.0	5.6	3.6
Nepal										
New Zealand	2.0	1.9	2.1	2.1	9	2.1	2.1	2.2	2.4	2.2
Papua New Guinea		3.4					2.3	2.6		
Sri Lanka			3.6	3.3	4	3.3	3.8	3.7	4.3	4.6
Pakistan (State of Jammu and Kashmir)									2.8	
Tonga						0.8	1.4	1.3	1.5	1.7
Vanuatu	2.5				1.5			2.8	2.9	

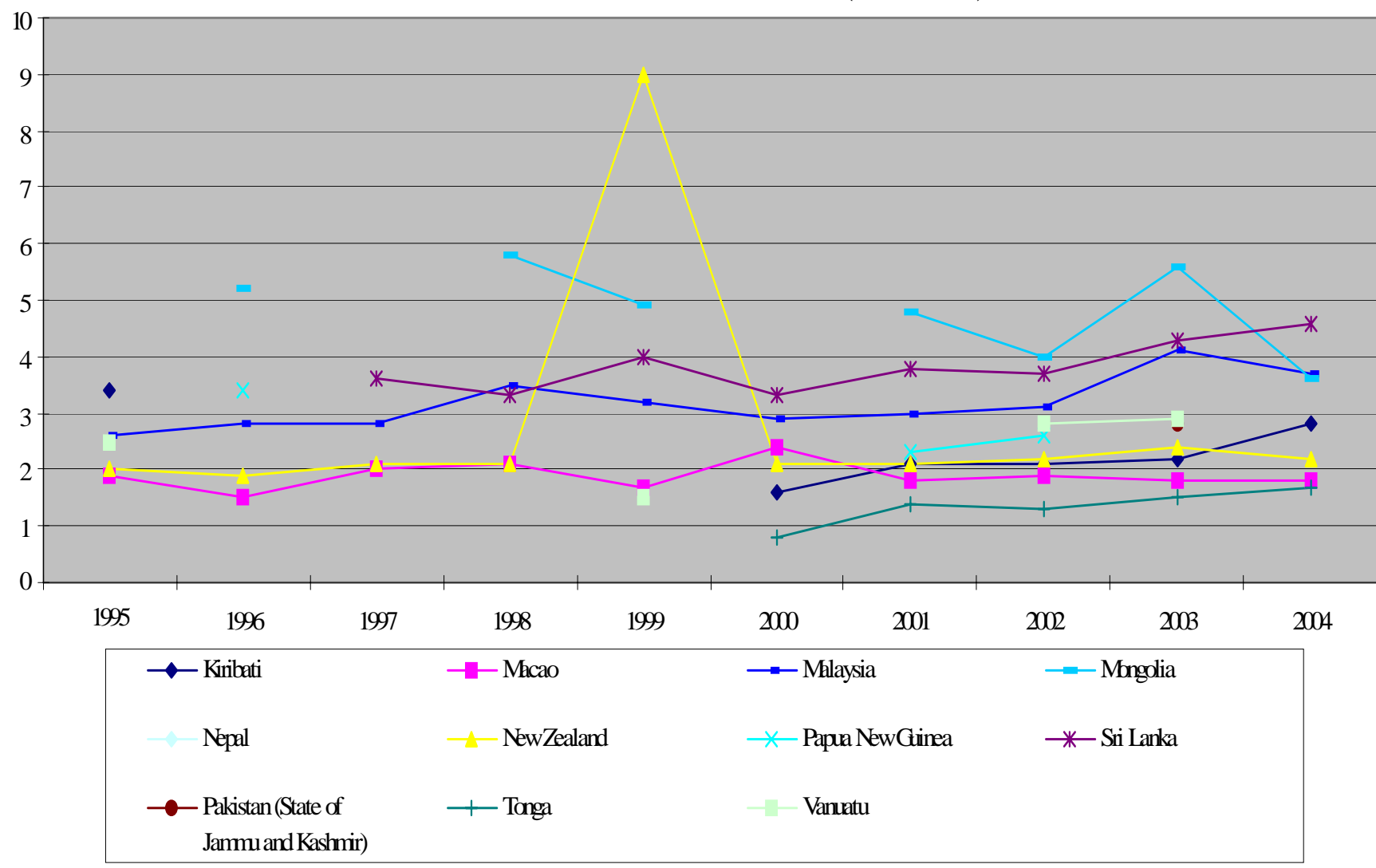
	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Bangladesh	7.1									
China	4.8	4.7	5	5.1		5.0	5.7	5.3	5.4	5.5
Korea	5.7	5.1	4.7	6	5.9	5.3	5.1	5.0	4.8	4.7
Laos										0.8
Philippines	12.1	7.7	8.2	8.8	9		10.0	10.3	11.3	
Singapore	6.5	10.7	9	6.7	5.7		7.5	8.8	7.9	9.2
Solomon Islands	1.8	0.8	0.7	0.6	0.8					15.3
Thailand	11.8	10.2	12.7	16.2	19.2	20.4	21.4	25.4	20.5	18.3
Vietnam		7.2								
Samoa	6.5			4.9	4.9					

Total Staff to Inmate Ratio of Asia and the Pacific (1995-2004) - Chart 3A



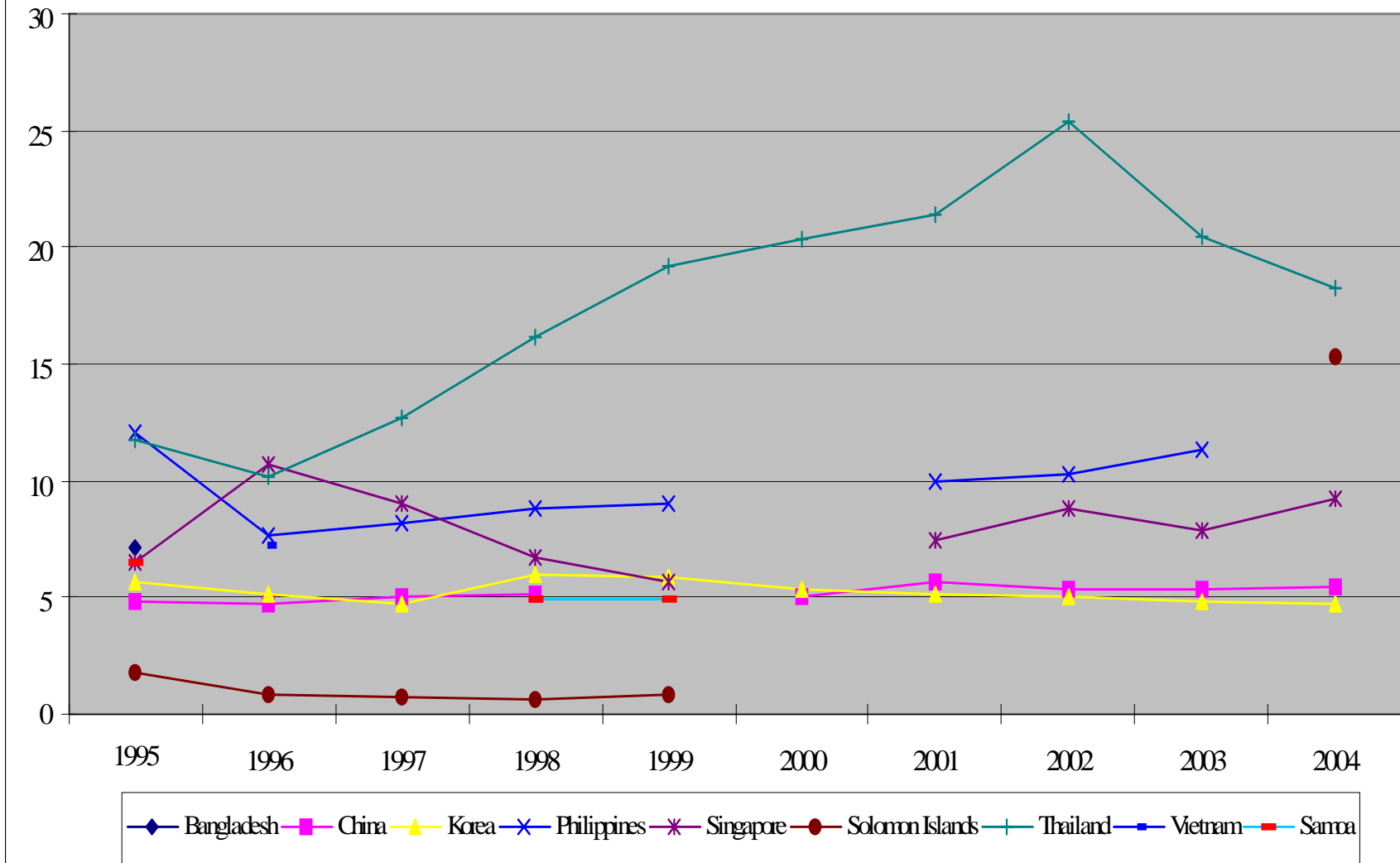
- It is suggested that all categories of staff in prisons be included, but those working in headquarters and training colleges be excluded.

Total Staff to Inmate Ratio of Asia and the Pacific (1995-2004) - Chart 3B



- It is suggested that all categories of staff in prisons be included, but those working in headquarters and training colleges be excluded.

Total Staff to Inmate Ratio of Asia and the Pacific (1995-2004) - Chart 3C



- It is suggested that all categories of staff in prisons be included, but those working in headquarters and training colleges be excluded.
 - Excluding 591 staff in Drug Rehabilitation Centres in Singapore in 1996.

Trend of Probation Rate

Country	1995	1996	1997	1998	1999	2000	2001	2002	2003
Cambodia	0.1		0.8						
Fiji		11.7	12.4	2.2	16.8	20.6	11.1	8.8	5.9
Indonesia			1.9	1.5	1.9	0.4	0.4		0.2
Japan	11.5	11.5	11.4	11.6	11.9	12.3	12.4	12.4	12.4
Kiribati									3.6
Macao	1.7		1	4.2	10.2			17.4	25.7
Singapore						0.9	1.5	5.4	
Pakistan (State of Jammu and Kashmir)									1.2

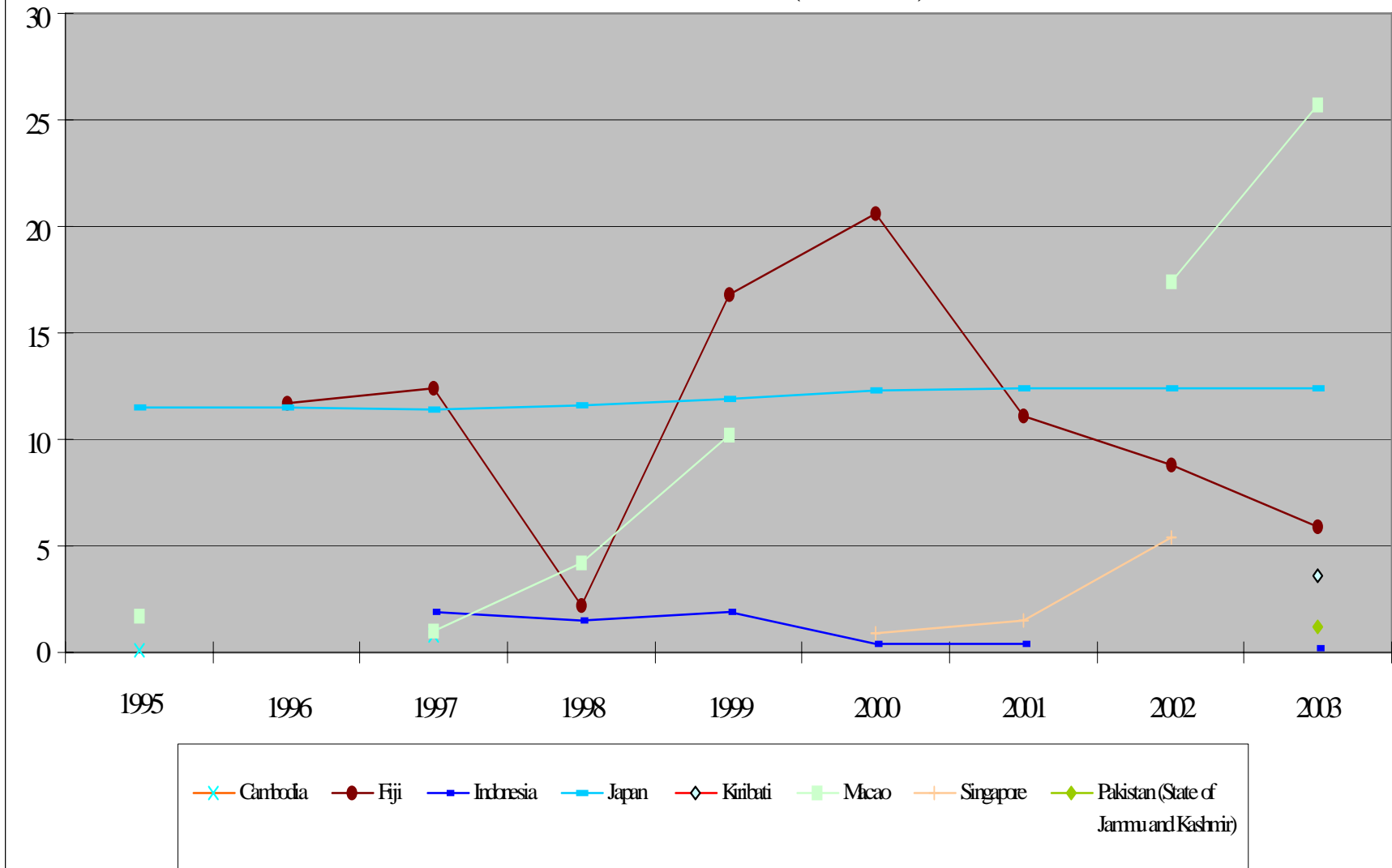
Trend of Probation Rate

Country	1995	1996	1997	1998	1999	2000	2001	2002	2003
Hong Kong	64	67	64	71.9	58	71	80.5	66	59.1
Korea			43.3	99.3	111.9	111.2	94.2	95.1	
Philippines	27.9	32.7	37.9	40.6	45.5			53	
Samoa	35.8								

Trend of Probation Rate

Country	1995	1996	1997	1998	1999	2000	2001	2002	2003
Australia	151.6	166.6	163.1		218.7	211.6	221.6	227.4	204.9
Canada				330.7	350.5	367.8	370.7	327.9	480.2
Cook Islands	445					26.7	60		
New Zealand	618.2	585.6	579.8	607.0	581.5	464.9	457.5	410.2	524.9
Thailand	112.2	496.6	192.4	296.3	839.8	214	1229	163.3	833.9

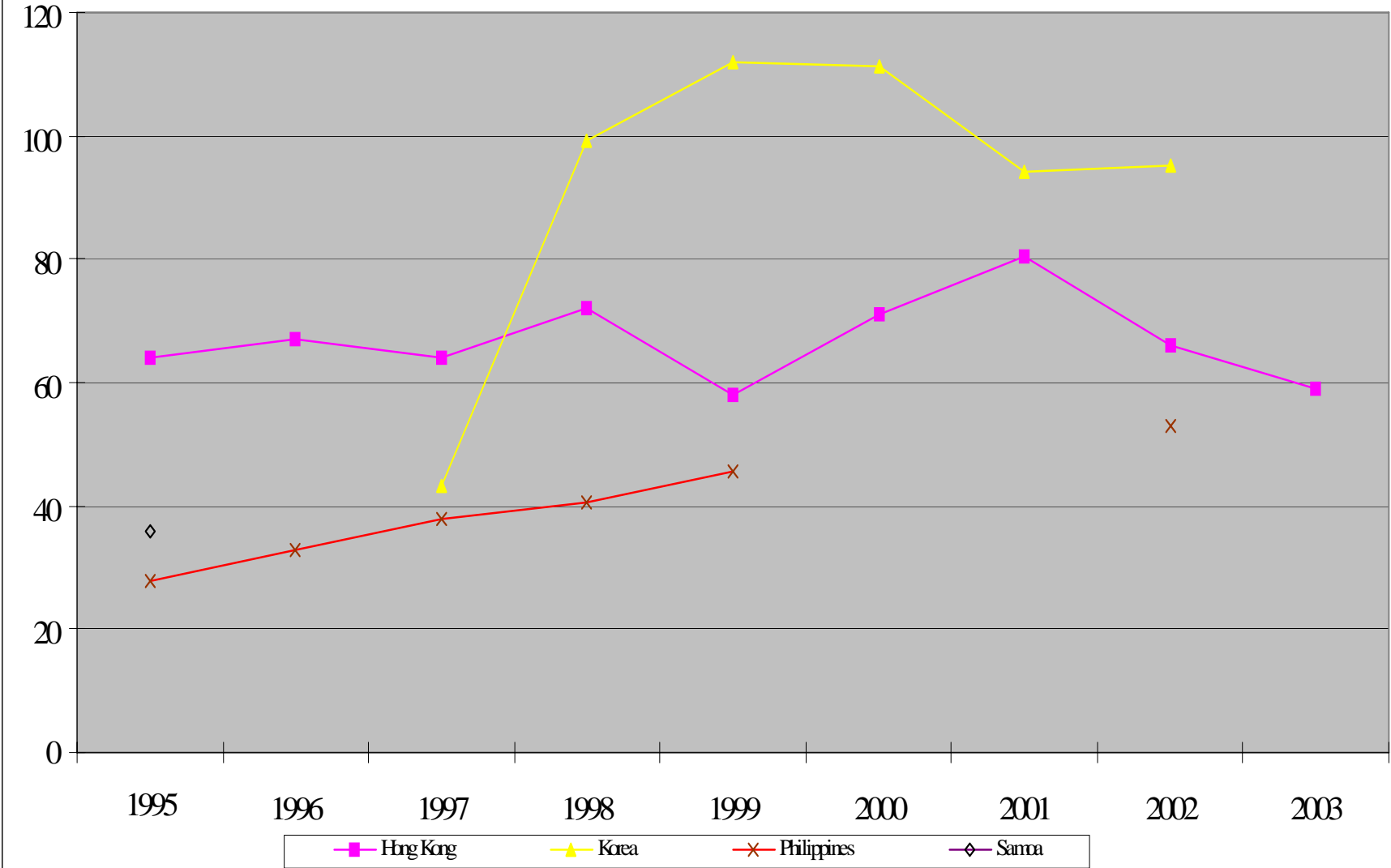
Probation Rate of Asia and the Pacific (1995-2003) - Chart 4A



(Persons serving community service orders are included)

-per 100,000 of the general population

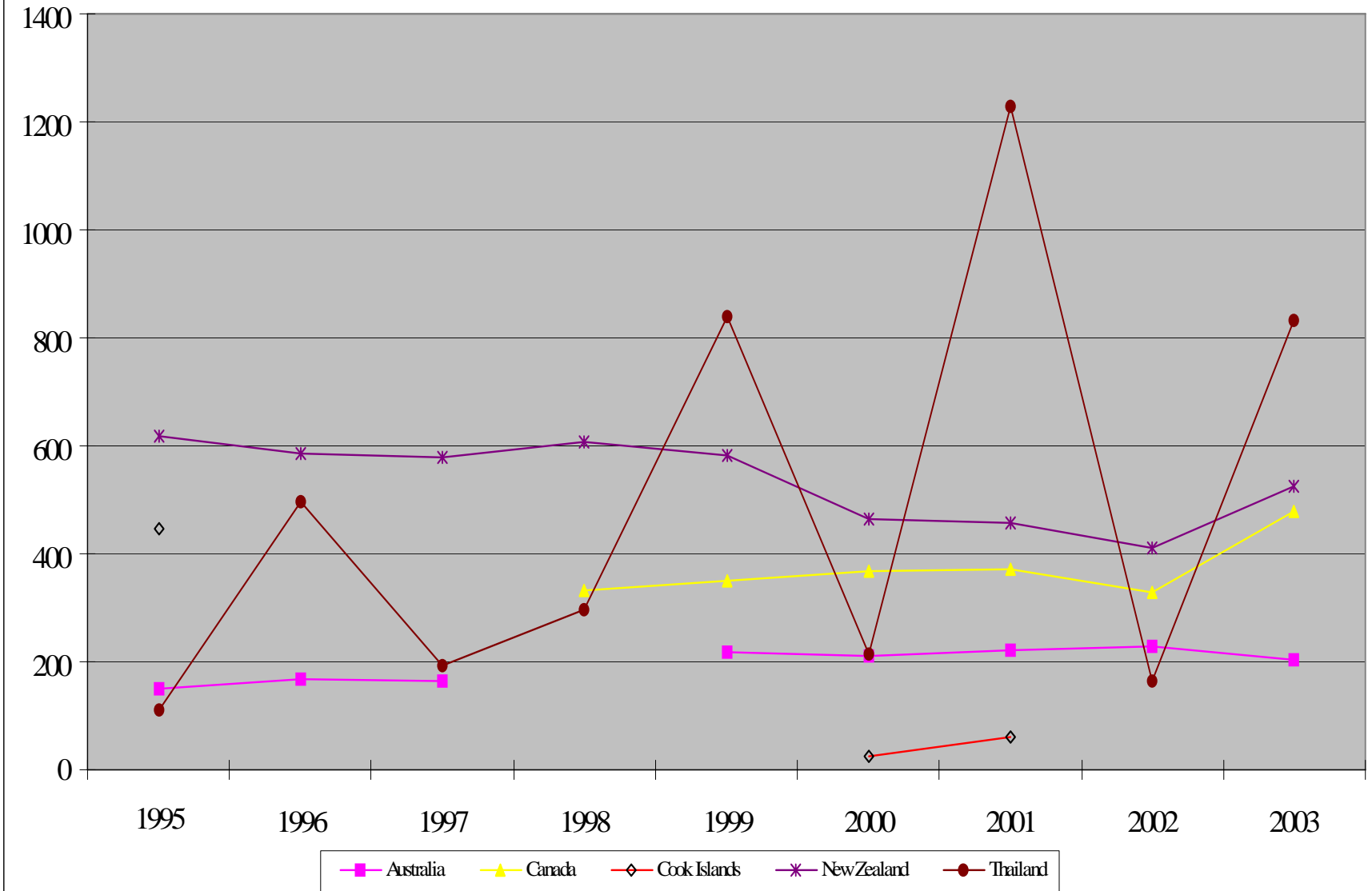
Probation Rate of Asia and the Pacific (1995-2003) - Chart 4B



(Persons serving community service orders are included)

-per 100,000 of the general population

Probation Rate of Asia and the Pacific (1995-2003) - Chart 4C



(Persons serving community service orders are included)
 -The Australian data in 1999 excluded WA and NT.

-per 100,000 of the general population

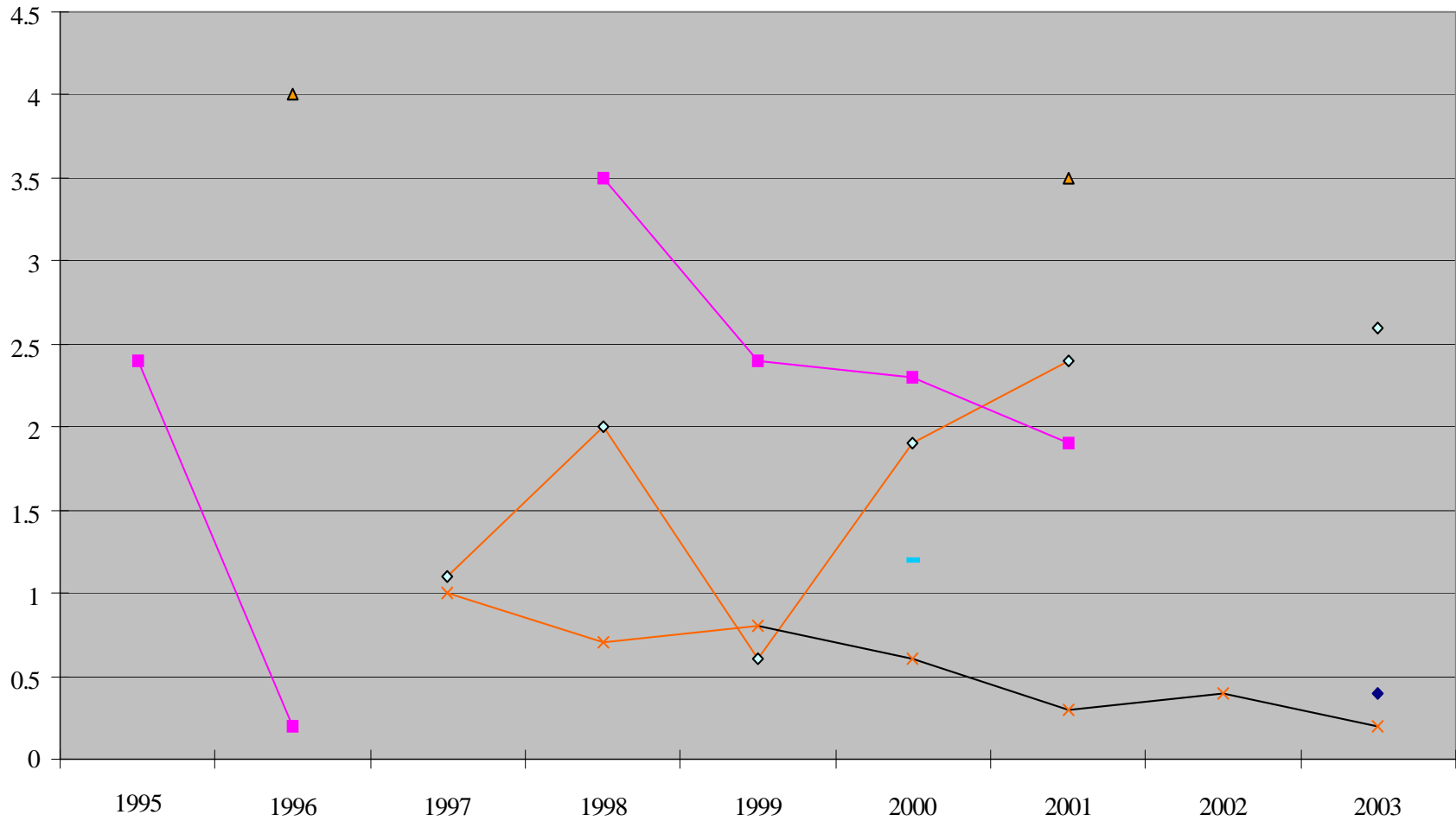
Trend of Parole Rate

Country	1995	1996	1997	1998	1999	2000	2001	2002	2003
Cook Islands	30					6.7			
Kiribati	5.7					5.1		28.4	40.2
Macao	6.8	6.6	13.7	20.9	25.3			15.1	
Mongolia		7.2							53.2

Trend of Parole Rate

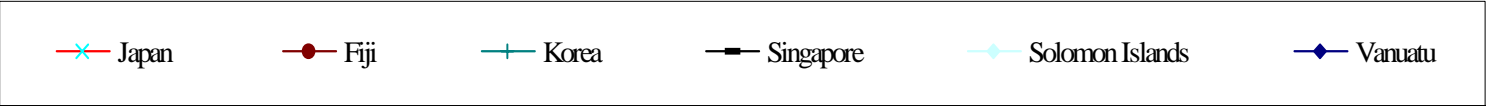
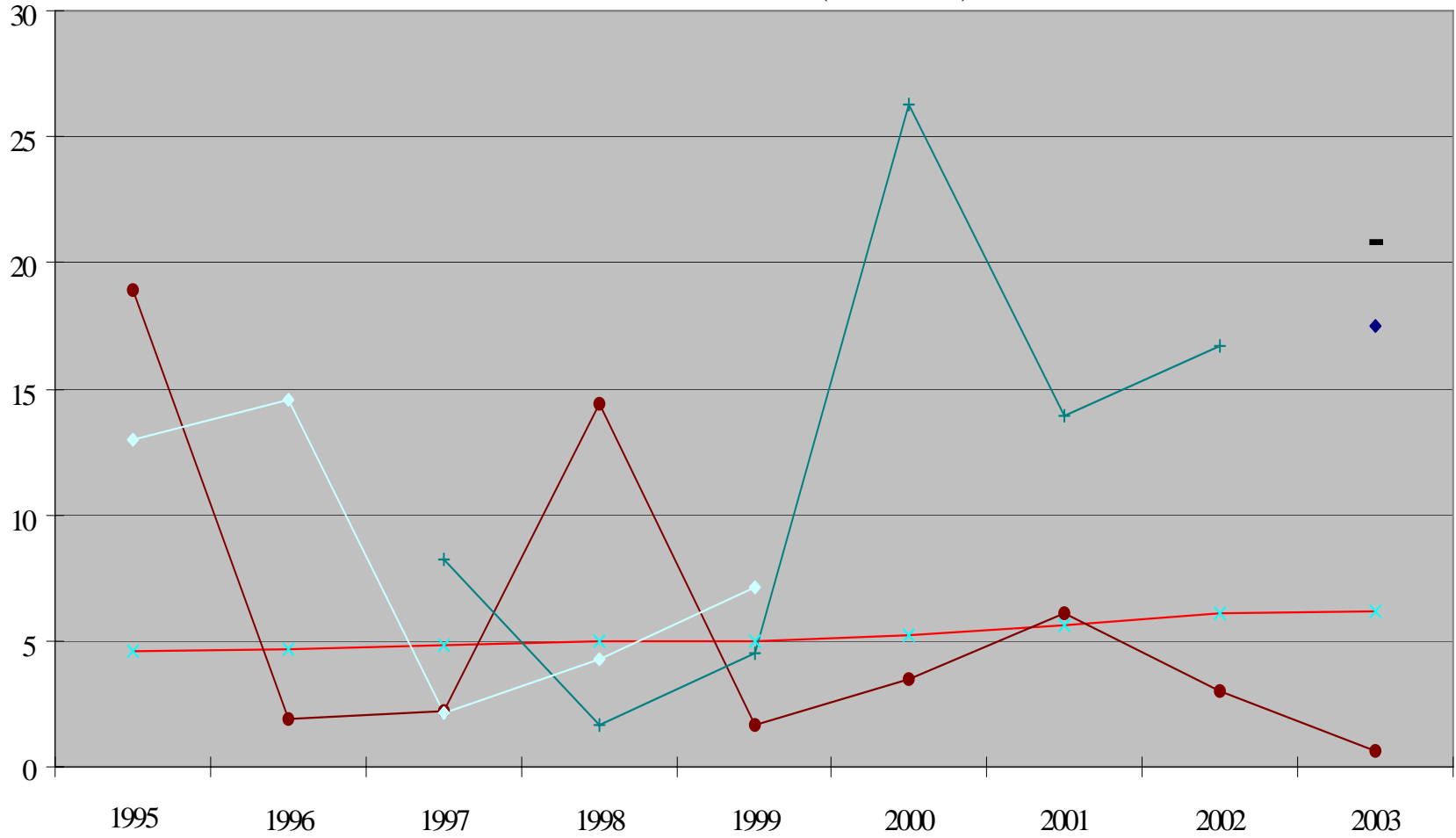
Country	1995	1996	1997	1998	1999	2000	2001	2002	2003
Australia	28.1	40.6	40.2		36.3	39.7	47.7	44.7	43.1
Canada	29.7		23.5	40.6	38.7	32.8	26.5	30.9	29.7
Philippines	14.7	15.2	16.4	19.2	20.6			25.5	79.4
Thailand	29.7	21.7	9.3	32.3	32.2	37.9	2.5	44.6	35.1

Parole Rate of Asia and the Pacific (1995-2003) - Chart 5A



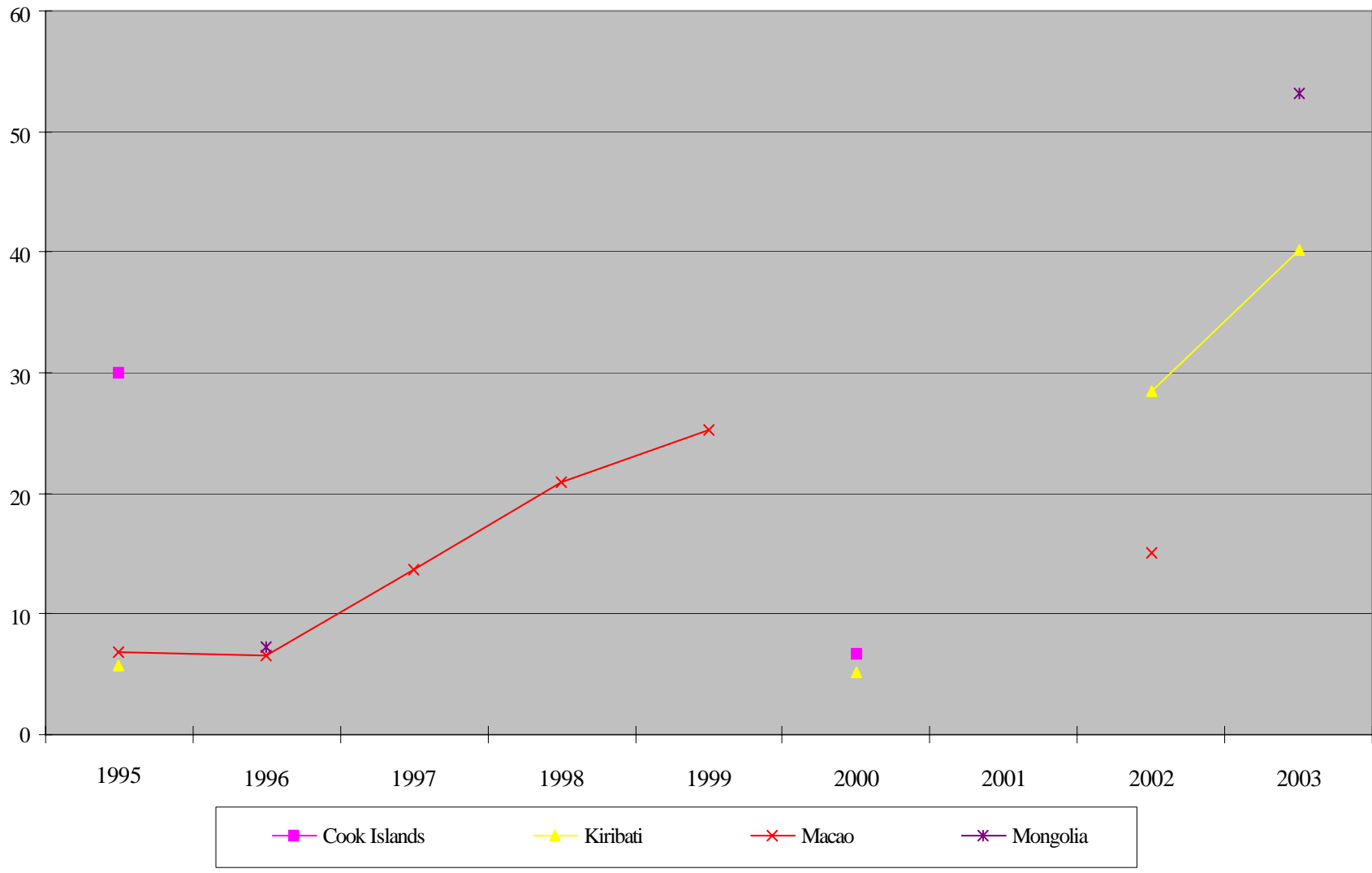
-per 100,000 of the general population

Parole Rate of Asia and the Pacific (1995-2003) - Chart 5B



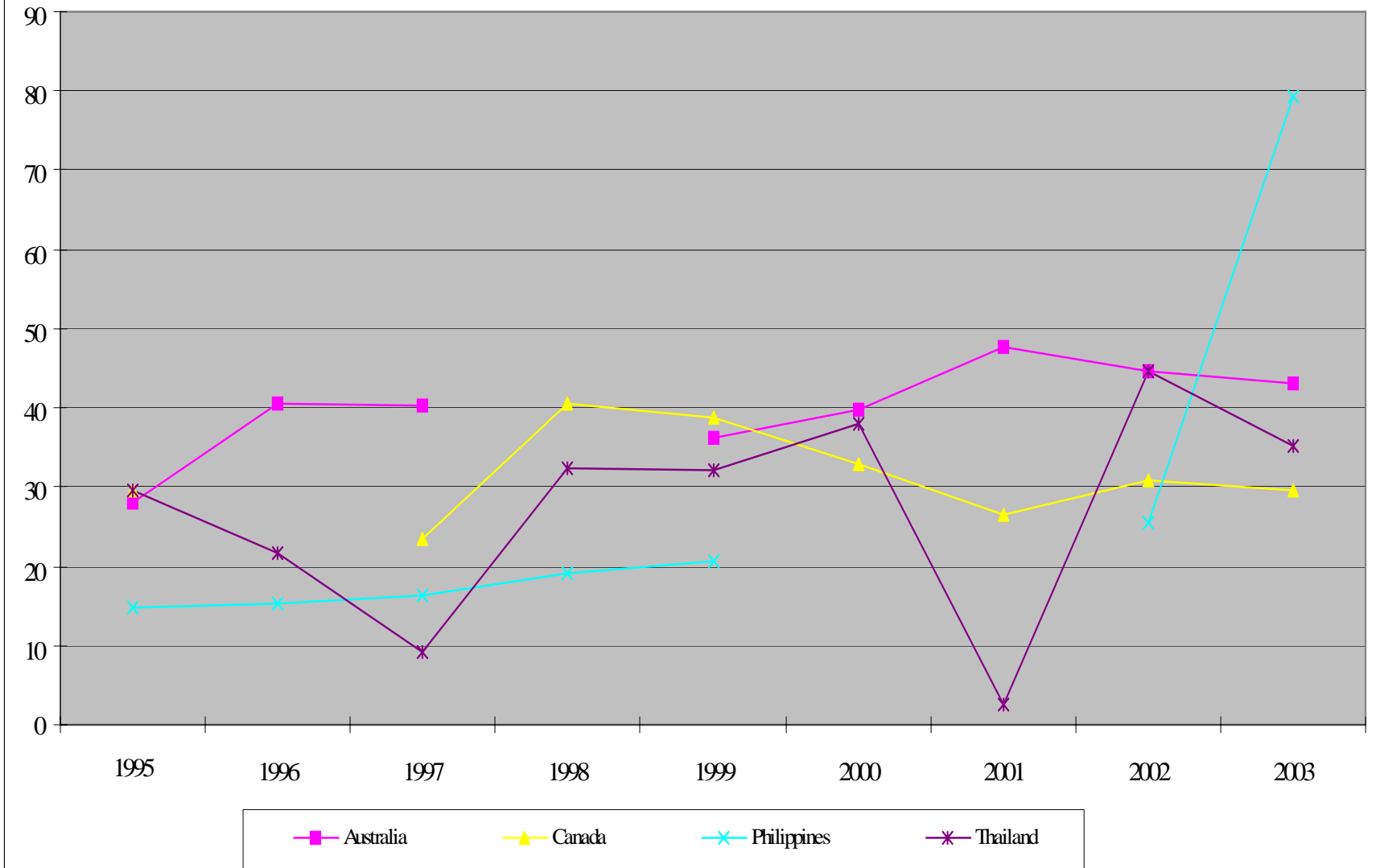
-per 100,000 of the general population

Parole Rate of Asia and the Pacific (1995-2003) - Chart 5C



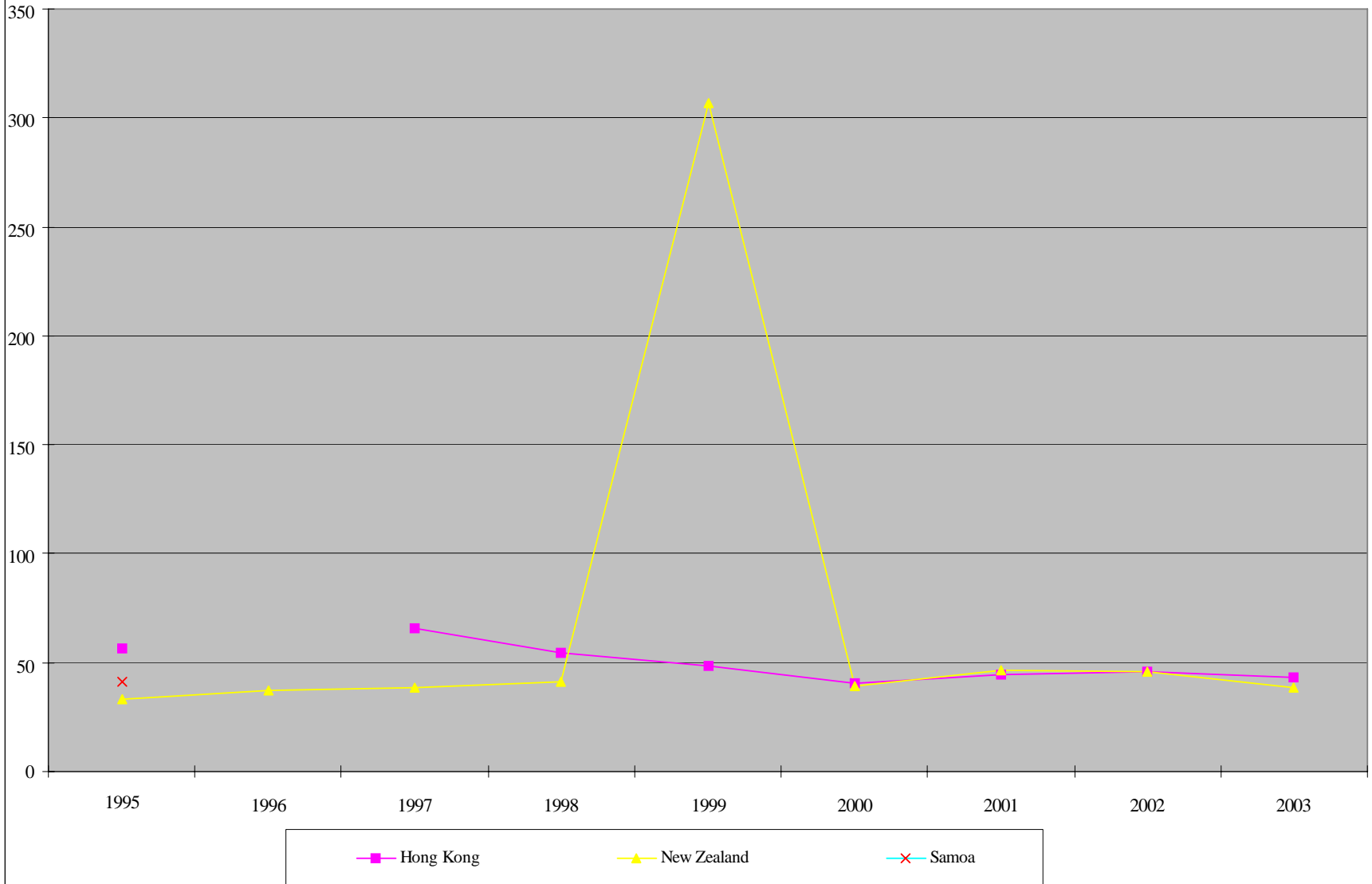
-per 100,000 of the general population

Parole Rate of Asia and the Pacific (1995-2003) - Chart 5D



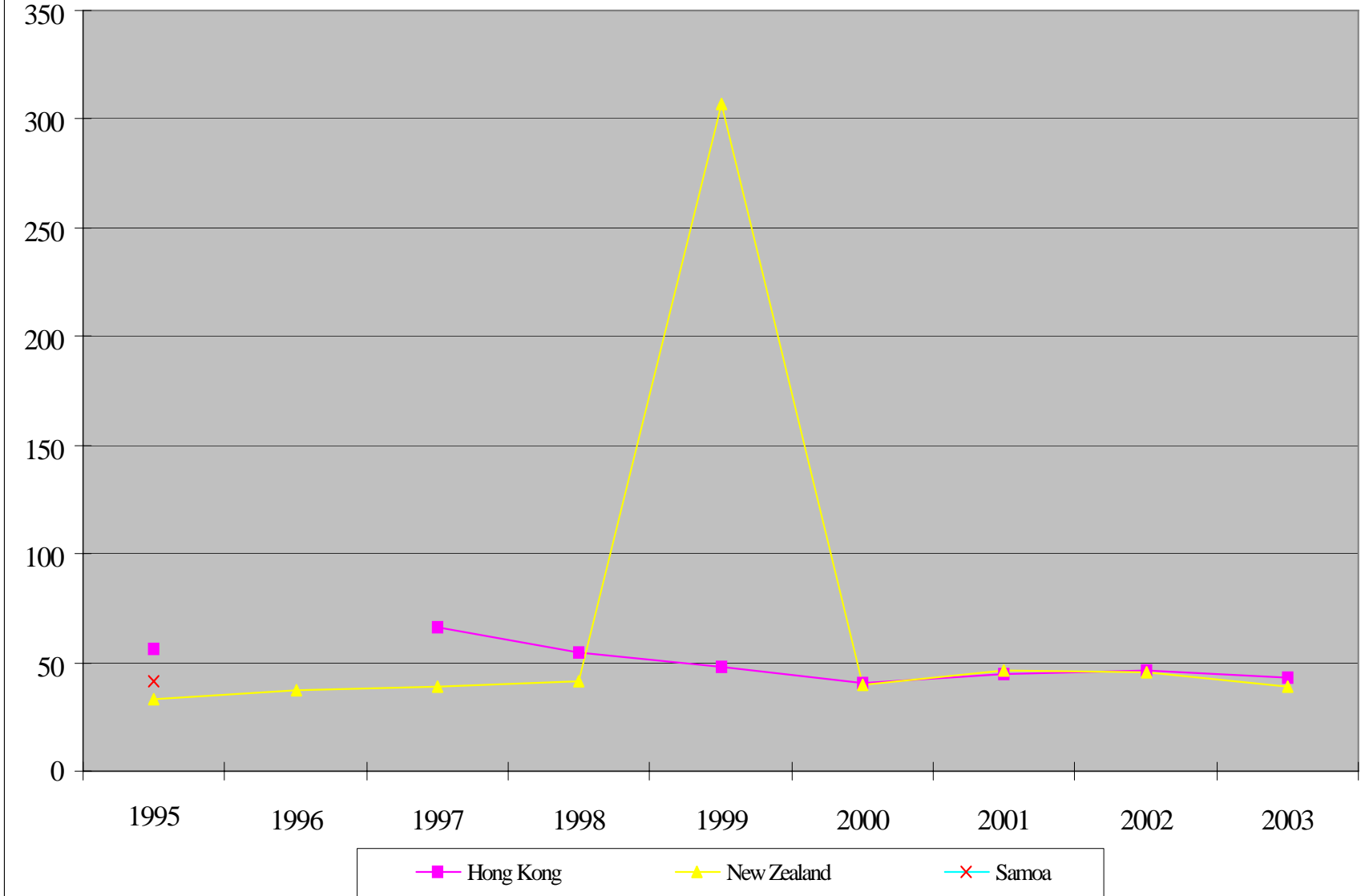
-per 100,000 of the general population

Parole Rate of Asia and the Pacific (1995-2003) - Chart 5E



-per 100,000 of the general population

Parole Rate of Asia and the Pacific (1995-2003) - Chart 5F



-per 100,000 of the general population

Appendix C

Conference Programme

Day 1: 3 Oct 2004 (Sunday)	
Time	Programme
15 30 – 16 00	Finance Committee Meeting at Ocean 6, Pan Pacific
16 00 – 17 00	Governing Board Meeting at Ocean 6, Pan Pacific
17 30 – 19 00	Welcome Cocktail at poolside, Marina Mandarin

Day 2: 4 Oct 2004 (Monday)	
Time	Programme
08 30 – 09 00	Registration of Guests and Delegates
09 00 – 09 30	Opening Ceremony at Ballroom 1 & 2, Pan Pacific
09 30 – 09 45	Group Photo-taking of Delegates with Guest-of-Honour
09 45 – 11 45	Viewing of Exhibition 'Technology and Innovation in Security and Corrections' at Ballroom 3, Pan Pacific
11 45 – 12 15	Conference Business Session at Ballroom 1 & 2, Pan Pacific
12 15 – 13 15	Lunch at Ocean 1 and Ocean 2, Pan Pacific
13 15 – 15 00	Presentation of Agenda Item 1 – National Report on Contemporary Issues in Corrections at Ballroom 1 & 2, Pan Pacific
15 00 – 15 30	Tea Break
15 30 – 17 00	Presentation of Agenda Item 1 (Continuation)
18 45 – 21 30	Welcome Dinner hosted by Guest-of-Honour - Mr Wong Kan Seng, Minister for Home Affairs at Ballroom 1 & 2, Pan Pacific

Day 3: 5 Oct 2004 (Tuesday)	
Time	Programme
09 00 – 11 30	Breakout Group Discussion <u>Agenda Item 2 at Ocean 3, Pan Pacific</u> Roles of Community / Public Sector Agencies and Families in Successful Reintegration <u>Agenda Item 3 at Ocean 4, Pan Pacific</u> Preventing and Containing Infectious Disease <u>Agenda Item 4 at Ocean 5, Pan Pacific</u> Management of Public Expectations in the Treatment of Offenders <u>Agenda Item 5 at Ocean 6, Pan Pacific</u> Practices in Dealing with the Diverse Cultural and Spiritual Needs of Inmates
11 30 – 12 10	Presentation and Big Group Dialogue for Agenda Item 2 at Ballroom 1 & 2, Pan Pacific
12 10 – 13 30	Lunch at Ocean 1 and Ocean 2, Pan Pacific
13 30 – 14 10	Presentation and Big Group Dialogue for Agenda Item 3 at Ballroom 1 & 2, Pan Pacific
14 10 – 14 50	Presentation and Big Group Dialogue for Agenda Item 4 at Ballroom 1 & 2, Pan Pacific
14 50 – 15 20	Tea Break
15 20 – 16 00	Presentation and Big Group Dialogue for Agenda Item 5 at Ballroom 1 & 2, Pan Pacific
17 45 – 18 45	Depart for Night Safari
18 45 – 21 30	Dinner hosted by Director of Prisons (Singapore Prison Service) at Night Safari Tour around Night Safari

Day 4: 6 Oct 2004 (Wednesday)	
Time	Programme
09 00 – 11 00	Specialist Workshops <u>Specialist Workshop 1 at Ocean 3, Pan Pacific</u> Resolving Ethical Conflicts amongst Prison Officers <u>Specialist Workshop 2 at Ocean 4, Pan Pacific</u> Innovation within the Correctional Settings <u>Specialist Workshop 3 at Ocean 5, Pan Pacific</u> Communication and Public Relations – Ways to gain the Support of Media, Politicians and the Public
11 00 – 12 00	Viewing of Singapore's Exhibition Area on Innovation outside foyer of Ocean Rooms at Level 2, Pan Pacific
12 00 – 13 00	Lunch @ Ocean 1 and Ocean 2, Pan Pacific
13 00 – 17 00	Seminar Briefings by Exhibitors at Ocean 3 and Ocean 4, Pan Pacific
16 00 – 17 00	Ad Hoc Agenda Meeting at Ocean 5, Pan Pacific
-	Free Evening

Day 5: 7 Oct 2004 (Thursday)	
Time	Programme
	Institutional Visits <u>Group 1:</u> <u>Group 2:</u>
09 00 – 09 45	Depart for Sembawang Drug Rehabilitation Centre Depart for Kaki Bukit Centre
09 45 – 12 00	Visit to Sembawang Drug Rehabilitation Visit to Kaki Bukit Centre
12 00 – 13 00	Lunch at Sembawang Drug Rehabilitation Centre Lunch at Kaki Bukit Centre
13 00 – 14 00	Depart for Pan Pacific Hotel and Hotel Bencoolen
18 00 – 21 00	Dinner at Sakunthalas Food Palace at Race Course Road

Day 6: 8 Oct 2004 (Friday)	
Time	Programme
	Institutional Visit
08 30 – 09 30	Depart for Changi Prison Complex, Cluster A
09 30 – 12 00	Visit to Changi Prison Complex, Cluster A
12 00 – 13 00	Lunch at Changi Prison Complex, Cluster A
13 00 – 14 00	Depart for Pan Pacific Hotel
14 00 – 14 30	Conference Business Session 2 at Ballroom 1 & 2, Pan Pacific
14 30 – 15 30	Closing Ceremony
15 30 – 16 00	Tea Break
18 15 – 18 45	Depart for Sentosa
19 00 – 19 30	Cocktail Reception with Guest-of-Honour – Mr Tan Guong Ching, Permanent Secretary, Ministry of Home Affairs at Waterfront Lawn
19 30 – 21 30	Farewell Dinner hosted by Guest-of-Honour - Mr Tan Guong Ching, Permanent Secretary, Ministry of Home Affairs at Siloso Ballroom 1, Shangri-La's Rasa Sentosa Resort

Dress Code

Lounge Suit: For men – pants, long-sleeved collared shirt, tie, jacket
For ladies – skirt/pants, collared blouse, jacket

Smart Casual: For men – pants (no jeans), collared shirt
For ladies – skirt/pants (no jeans), blouse

Casual: Jeans allowed

Appendix D

APCCA DISCUSSION GUIDE 2004

Neil Morgan and Irene Morgan

INTRODUCTION

This Discussion Guide serves to identify some of the issues that may be discussed in relation to each Agenda Item. It is somewhat different from previous years in that it provides a more specific list of suggested questions / issues. We have adopted this approach in the light of discussions with some of the delegates at the 23rd APCCA in Hong Kong, who indicated that it would be helpful in the preparation of discussion papers.

We ask that you follow the suggested format as far as possible with respect to Agenda Item One. We also hope that the suggested framework will be of assistance for Items Two to Five and that you will find it useful to follow that framework. However, we emphasise that delegates should feel free to adopt their own approach or to put their own interpretation on the items.

All delegations should provide a paper on Agenda Item One but not all of the other Agenda Items will be equally relevant to everybody. For this reason, you may decide to provide discussion papers only on selected topics from Agenda Items Two to Five. However, we do ask that you provide discussion papers on as many Agenda Items as possible.

AGENDA ITEM ONE

NATIONAL REPORTS ON CONTEMPORARY ISSUES IN CORRECTIONS

Introduction

This Agenda Item provides an opportunity for delegates to present an overview of the major issues relating to corrections in their jurisdiction, especially over the past twelve months. Over the years, the national reports have revealed a wide range of issues that reflect not only different traditions with respect to corrections, but also the cultural, historical, economic and political diversity of the region. Nevertheless, there are many common trends facing correctional administrators.

We have listed below a range of issues, based on the main themes that delegates have identified over the past five years. We hope that, by following this checklist, you will be able to identify the issues which are most relevant to you, and to identify contemporary problems and solutions.

Although the content of national reports is ultimately at the discretion of each delegation, we ask that, as far as possible, you follow the proposed framework. This will allow the Conference to develop a more comprehensive cross-jurisdictional analysis of trends and contemporary issues.

Framework for Discussion Paper

1. Socio-Economic, Structural and Political Factors

Correctional systems can be directly affected by the general socio-economic and political climate of a society. For example, at times of political upheaval or economic difficulty, some types of crime may increase. This may increase the pressure on prison systems, especially if they face financial constraints.

- *What issues do you face as a result of socio-economic, political or other society-wide factors?*

If relevant, you may wish to consider the following:

- ◆ The construction of new prisons
- ◆ The nature of crimes and the composition of the prison population
- ◆ Resources for staff training etc
- ◆ 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. Have there been any legislative and procedural changes to provide new force with respect to such standards?
- ◆ What has been the impact of international assistance and non-governmental organizations?

2. Prison Population

There are three broad areas for discussion in the context of prison populations; prison population levels; overcrowding; and the relationship between prison populations and crime rates.

It has been the practice for each jurisdiction to provide statistics based on prisoners per 100,000 of the population on the number of male prisoners; the number of female prisoners; the total number of prisoners; the general population; and the imprisonment rate. This provides some of the context but the statistics are only based on the past year. For this reason, it is important for discussion papers to consider trends and issues in this area. The following questions may be discussed:-

- *Has your prison population increased or decreased over the past twelve months?*
- *Do the changes in the prison population reflect changes in crime rates?*
- *What are the other reasons for any increase or decrease in the population? (For example, have there been significant changes with respect to bail, sentencing and remission / parole?)*
- *Are there more prisoners serving sentences for particular types of crimes, such as violence, drug offences, terrorism or international crimes?*
- *Do you face problems with respect to overcrowding in your prisons? If so, what are the points of particular difficulty (for example, are there particular problems with remand prisoners or women)?*

- *Has any increase in the prison population affected the level of security and control of prisons?*
- *What strategies has your government adopted to reduce overcrowding and to ensure appropriate staffing levels?*

3. Sentenced and Unsented Prisoners

There is considerable regional variation with respect to the position of unsentenced prisoners (people who are remanded in custody prior to trial, who are on trial, or who are detained for some other reason, including national security reasons). In part, these differences reflect different investigative procedures, legal requirements and criminal justice traditions.

- *What is the proportion of unsentenced prisoners in relation to sentenced prisoners?*
- *Is the unsentenced population changing at the same rate as the sentenced prisoner population?*
- *What factors have contributed to the number of unsentenced prisoners?*
- *What steps (if any) are being taken to reduce the remand population?*

4. Offender Demographics

The characteristics of offenders vary between each nation and territory. However, a number of common themes can be identified for discussion:-

(a) Sex

- *What is the proportion of female prisoners in the total prison population?*
- *Is the proportion of female prisoners increasing or decreasing?*

(b) Age

- *What are the trends with respect to the age of prisoners (for example, do you have more young prisoners or more older prisoners)?*

(c) Indigenous and other ethnic groups

In some parts of the region, particular groups within a society are over-represented in the prison system compared with their numbers in the population as a whole.

- *Do you face any issues in this regard (for example, with respect to Indigenous prisoners or other groups)? Please provide statistics, if available.*

(d) Foreign prisoners

At recent APCCA conferences, a number of jurisdictions have expressed concern about the growing number of foreign nationals in their prisons.

- *Do you face any issues in this regard? Please provide statistics, if available.*
- *Are there any developments with respect to the international transfer of prisoners?*

5. Integrated Offender Management

There is now general acceptance, across the region, of the desirability of integrated offender management. This involves a planned approach to managing offenders from the time of their reception into a prison to their rehabilitation and reintegration into the community. The approaches that are taken will differ between countries to take account of regional, economic and cultural differences, but there are some common questions:

- *What initiatives have been taken in this respect in your jurisdiction? (For example, in the form of new reception and assessment processes or new treatment programmes)*
- *What schemes have been implemented for the enhancing the reintegration of prisoners into the community?*

6. Technology

Recent national papers have identified information technology as a major issue for departmental management and organization. There are also initiatives in a number of jurisdictions to enhance security and movement control through the use of technology. One such measure is the use of 'Smart Cards' to monitor the movement of prisoners around a prison and to keep track of their accounts and expenditure. Technology can also be used (in the form of 'video-links' or internet use) to enhance family contact.

- *What initiatives have been undertaken with respect to information technology over recent years?*
- *What difficulties, if any, have you encountered?*
- *What advantages and disadvantages have you experienced as a result of the introduction of information technology?*
- *Are there any other technological innovations that have been of particular benefit (such as 'smart cards' or video and internet links)?*

7. Other Issues

Please identify and comment upon any other issues that are of contemporary significance in your jurisdiction. These might include any moves towards privatisation, issues of security and control or staffing issues.

AGENDA ITEM TWO

THE ROLES OF COMMUNITY / PUBLIC SECTOR AGENCIES AND FAMILIES IN SUCCESSFUL REINTEGRATION

Introduction

It is widely recognized that mechanisms to enhance the chances of an offender's 'reintegration' (or 're-entry') into society are an essential part of any strategy to reduce recidivism. However, the issues are extremely complex. The word **reintegration** appears to assume that the offender was well integrated in society prior to his / her imprisonment, but worldwide evidence is that many prisoners were not well integrated. In many countries, the 'typical' prisoner does not have good life skills, educational or trade qualifications, work experience or stable housing. As discussed at recent APCCA conferences, many also experience serious substance abuse and health problems (both physical and mental). Some reports (especially in the United Kingdom) have described this phenomenon as 'social exclusion'.

Issues of social exclusion and reintegration clearly go far beyond Correctional Departments. Other State agencies, community organizations and families are at least as important. The role of various agencies and groups varies between jurisdictions. For example, in some countries, community organizations appear to be well-established, with clear and well-defined roles. In others, this may not be the case. Family structures also differ to some degree across cultures and countries.

This Agenda Item gives delegates the opportunity to explore the problems of reintegration within their own jurisdictions, and to provide examples of successful (and, perhaps, unsuccessful) initiatives from which other jurisdictions may learn.

Suggested Framework for Discussion Paper

Papers may include some or all of the following matters:

1. Problems of Reintegration

- *What are the areas that present particular difficulties in terms of successful reintegration in your jurisdiction?*

[The factors may include some or all of the following:

- ◆ Housing – does the person have adequate and stable accommodation?

- ◇ Life skills training – are ex-prisoners adequately equipped with basic life skills?
- ◇ Financial counselling (e.g. to manage debt)
- ◇ Mental and physical health
- ◇ Employment, training and educational opportunities
- ◇ Addressing issues related to the person’s offending behaviour - such as substance abuse and violence in the home / community to which the person is to be released.]

2. Public Sector Agencies and Inter-Agency Collaboration

In terms of public sector agencies, reintegration is likely to involve a range of government services that go beyond the boundaries of prisons / corrections. Sometimes, for budgetary and other reasons, it can be very difficult to ensure effective inter-agency collaboration within the government sector. This is especially true when ex-prisoners are likely to be seen as ‘difficult’ and ‘expensive’ clients.

- *Do you have experience of these problems in your jurisdiction?*
- *If so, how has your government sought to address them?*
- *What are the most successful strategies?*

3. Community Organisations

A number of possible questions arise with respect to the role and structure of community organizations. They might include the following:

- *What are the main community agencies that are involved in reintegration and aftercare in your jurisdiction?*
- *Do these agencies engage with prisoners whilst they are in custody, or simply on release?*
- *How are these community agencies funded? Do they receive government funding? If so, are they required to compete for such funding (for example, through competitive tendering processes)?*
- *What type of services do they deliver?*
- *How do their services relate to those that are provided directly by the public sector?*
- *What have you found to be the most successful model for community organisations’ involvement in reintegration?*

4. Family

Family circumstances can present a number of complex dilemmas in terms of a prisoner's reintegration. A strong and supportive family situation is likely to enhance a prisoner's chances upon release but a dysfunctional family situation is likely to reduce their chances. Sometimes, difficult family circumstances (such as substance abuse and family violence) may have contributed to the reasons why the person was imprisoned in the first place; and yet the prisoner may be returning to precisely the same circumstances.

For these reasons, it will be particularly interesting to hear of initiatives that have been undertaken in your jurisdiction to work with families, to address issues within families, and to provide support to the families of released prisoners:

- *What strategies do you use to keep families informed about the progress of prisoners?*
- *How do you seek to ensure that family relationships can be developed or maintained during the prisoner's incarceration? (For example, by visits, telephone calls, video or internet links and conjugal visits)*
- *Do you have any specific programmes to address issues of family relationships (especially in cases of family violence)? If so, do these programmes engage only with the prisoner or do they also involve other family members (for example, in group therapy or 'cultural healing')?*
- *What forms of support are offered to families after the prisoner has been released?*

5. Other Issues

Please raise any other issues that are of concern in your jurisdiction.

AGENDA ITEM THREE

PREVENTING AND CONTAINING INFECTIOUS DISEASES

Introduction

Infectious diseases have presented management problems for as long as prisons have existed. Prisons are closed environments and people tend to live in close proximity to one another, in conditions in which it may be difficult to contain the spread of disease. It must also be remembered that prison authorities owe a duty of care to a wide cross section of people, including prisoners, uniformed staff, clerical staff, medical staff and visitors.

The type and nature of diseases may change over time. In some jurisdictions, long-standing diseases such as Tuberculosis (TB) remain a problem in both the community at large and in prisons. In other jurisdictions, the main areas of concern are of more recent origin, with a growing focus over the past 15 years on blood borne viruses such as HIV/AIDS and various forms of Hepatitis.

These ongoing problems can sometimes be exacerbated by the sudden outbreak of new strains of influenza or of treatment-resistant diseases. In 2002-2003, many parts of Asia were affected by an outbreak of SARS (Severe Acute Respiratory Syndrome). SARS caused consternation throughout society because its causes were unknown; it proved fatal in many cases; and its treatment was uncertain. This inevitably caused prison administrators to question how best to respond to such uncertainty in a potentially volatile environment. There is also evidence of new treatment-resistant forms of TB in parts of the world.

Suggested Framework for Discussion Paper

Prevention is better than cure and doctors rather than prison administrators are responsible for treatment. Discussion papers on this topic should therefore aim to provide practical advice on how prison administrators can best contribute to the prevention and containment of infectious diseases (rather than discussing forms of treatment).

We suggest you should first outline the extent to which various infectious diseases present a problem within your jurisdiction. This will allow the Conference to understand the context in which prevention and containment strategies must work.

We suggest that you then outline the strategies and techniques that you have adopted in order to prevent and contain infectious diseases. This part of the paper can be written in one of two ways. One is to provide a general overview. The other is to provide a descriptive 'case-study' of how your jurisdiction has tackled a specific type of disease. For example, you may decide to explain how you have responded to the issue of blood borne diseases such as HIV/AIDS and Hepatitis; or how you dealt with the SARS outbreak in 2002-2003.

1. Prevalence and Type of Infectious Diseases

- *What types of infectious disease are a particular issue in your jurisdiction? (For example, TB, HIV/AIDS or Hepatitis)*
- *Do you have any statistics on trends with respect to such diseases?*
- *Were you affected by the outbreak of SARS?*

2. Prison Accommodation and Prisoner Placement

As closed environments, prisons are places where infectious diseases may spread.

(a) Air-Borne Diseases

In the case of air-borne diseases such as TB, SARS and influenza, some degree of isolation may be an important strategy to reduce the risks of infection (as it is in the case of people in the wider community):

- *Do you have adequate capacity to isolate prisoners who are suffering from such diseases within your prisons? Were any special measures taken at the time of the SARS outbreak?*

(b) Blood-Borne Diseases

In the case of blood-borne viruses, the position is different in that the risks of infection generally come from intimate body contact or from sharing needles (for example, in tattooing or drug use). Practices vary across the world in terms of the placement of prisoners. Some jurisdictions segregate offenders who have such diseases, but in many parts of the world, the policy is now one of integration unless the prisoner engages in risky or predatory behaviour. Where the policy is one of integration, the general approach is that staff and inmates should take precautions in all cases where there might be any problem of infection.

- *What is the general policy with respect to prisoner placement in your jurisdiction?*

3. Testing and Confidentiality

Different jurisdictions may well adopt different policies with respect to the testing of prisoners for infectious diseases and the confidentiality of a prisoner's medical status. In some jurisdictions, that information is known only to a handful of people such as medical staff and superintendents. However, other jurisdictions may take the view that such information should be more widely known:

- *Are prisoners (and staff) subject to compulsory testing for diseases such as HIV/AIDS and Hepatitis? If so, is this testing conducted on a regular basis or simply on admission?*
- *How much information is given to staff in your jurisdiction about the medical status of an inmate?*

4. Education Programmes for Staff and Prisoners

Prevention is better than cure; and education can be an important element of prevention.

- *What information or education is provided to prisoners with respect to blood borne and air borne diseases?*
- *At what stage in their sentence are prisoners given such information? (For example, is it part of reception and orientation?)*
- *What information or education is provided to staff with respect to blood borne and air borne diseases?*

5. Provision of Syringes, Condoms and Other Devices

Blood borne diseases present a range of problems for prison management in terms of balancing ‘harm minimisation’ with other aspects of prison management. For example, the harm caused by the spread of disease by shared needles could be addressed by providing syringes to prisoners. However, the provision of syringes can pose security problems and could be construed as the prison authorities ignoring criminal activity within the prison. The provision of condoms to prisoners is also a controversial issue in many jurisdictions – especially where homosexual activities may constitute a criminal offence under the general law:

- *What is the policy in your jurisdiction with respect to the provision of syringes, condoms or other devices?*

6. Other Issues

Please raise any other issues that are of concern in your jurisdiction.

AGENDA ITEM FOUR

MANAGEMENT OF PUBLIC EXPECTATIONS IN THE TREATMENT OF OFFENDERS

Introduction

This topic is deliberately wide reaching and the papers are likely to take different perspectives. Public expectations with respect to the treatment of offenders can obviously take many different forms and may sometimes include contradictory ideas of what is appropriate. This is inevitable, given that prisons are, by their very nature, closed environments that are not open to public scrutiny.

It is particularly difficult to assess, evaluate and manage public expectations when media reports and films tend to provide a distorted view of the prison system. Generally, film and media portrayals seem to reflect one of two opposing myths. The first is that prisons are a kind of ‘holiday resort’ where people are given an easy life of three good meals per day, lots of exercise and unlimited access to CD players, computers, TV’s and telephones. The other myth is that all prisons are violent, cruel and inhumane places where deliberate abuse and mistreatment are commonplace. As all prison administrators know, the truth is very different.

Although it is difficult to assess public expectations, some people would say that the ‘general public’ is not particularly concerned about conditions inside prisons, and is mainly concerned that prisoners are securely detained. However, whilst prison conditions may not be a high priority, it would be wrong to assume that they are not important. Poor conditions or a brutalizing environment can lead to scrutiny and criticism, both nationally and internationally. In some jurisdictions, the advent of privately managed prisons has also engendered considerable public concern about standards and accountability.

Suggested Framework for Discussion Paper

As we have already noted, this agenda item is deliberately open-ended and can be considered from many different angles. For example, some jurisdictions may wish to concentrate on the findings of surveys and/or other research that has been conducted into public expectations of the prison system – and how prison departments have responded to such findings. Others may wish to focus more on questions about standards and human rights issues within prisons.

Possible discussion questions include some or all of the following:

1. 'Public Expectations'

A preliminary question is how one can assess 'public expectations' in an objective and useful manner:

- *Has there been any research (for example, by way of surveys) in your jurisdiction into public views of prisons and public expectations of what a 'good' prison system would look like?*

Questions then arise as to what public expectations are in your jurisdiction (including the findings of any research):

- *What are 'public expectations' in your jurisdiction? Does the public seem to have an interest in prison standards and conditions as well as in secure containment?*
- *At recent APCCA conferences, there has been general agreement that that people go to prison **as** punishment and not **for** punishment; in other words, that removal from society is itself the punishment. Do members of the public accept this view? Or do they believe that prisoners should be punished by means of a harsh prison regime?*

2. Public Education and Public Expectations

- *Do you have any established processes for discussing with the public the question of what may be reasonable expectations of a modern prison system? (For example, by public meetings, focus groups, media forums, publicity about prisons etc).*
- *If so, what strategies have been successful in improving public understanding of modern prison management?*

3. Human Rights and International Standards

Many papers at APCCA conferences have commented on the growing significance of human rights and international standards in the management of offenders. Some jurisdictions have enacted human rights legislation which may impact on prison standards and practices. Most jurisdictions also aspire to the standards laid down by the United Nations Standard Minimum Rules for the Treatment of Offenders, and some nations have developed their own standards. However, questions may arise as to whether such national and international standards accord with what the public expects of a prison system.

- *Do you have Human Rights legislation in your jurisdiction? If so, how does this impact on issues relating to prison conditions and practices?*

- *How useful do you find the UN Standard Minimum Rules for the Treatment of Prisoners in terms of setting standards within your prison system?*
- *Have you developed your own national standards for corrections?*
- *Do these various standards accord with public expectations? (For example, does the public have higher or lower expectations of prison standards?)*

4. Accountability / Inspections Agencies

Some jurisdictions have agencies with specific responsibility for inspecting prisons, monitoring standards, and reporting on such matters. These agencies can either operate within Correctional Departments or can be independent from the Departments. One aim of published reports from such agencies is to provide the public with a better knowledge of the conditions and operations of individual prisons.

- *Do you have inspections / accountability agencies in your system?*
- *If so, do they operate within the Corrections Department or independently?*

5. Managing any Gap between Public Expectations and Professional Responsibilities

It is possible that there will, at times, be a gap between general public expectations of a prison system and the legal and institutional responsibilities that are placed on Prisons Departments. For example, some members of the public may feel that prisoners are given too many privileges (such as televisions or education programmes). However, prison authorities may see such privileges as important in maintaining good order and promoting rehabilitation.

- *Do you consider that there are gaps of this sort in your jurisdiction?*
- *What strategies have been successful in managing any such gap?*

6. Other Issues

Please raise any other issues that are of concern in your jurisdiction.

AGENDA ITEM FIVE

PRACTICES IN DEALING WITH THE DIVERSE CULTURAL AND SPIRITUAL NEEDS OF INMATES

Introduction

The Asian and Pacific region is extraordinarily diverse; and most countries in the region are themselves becoming more diverse in terms of ethnicity, religion and culture. The increasing diversity of society at large creates inevitable challenges for prison systems.

Some nations have long had a diverse population. For example, our host country Singapore has a mix of Chinese, Indian and Malay nationals and also has a large number of overseas workers from different parts of the world. These groups are diverse in religious as well as ethnic terms, including Buddhists, Muslims, Hindus and Christians. In other jurisdictions, demographic changes have been more recent. In Australia, for example, the last 50 years have seen waves of migration from Europe and, more recently, from Asia, changing the shape of Australian society. Even where immigration has not been a major factor, countries inevitably face issues of diversity, especially where the population is large and where different parts of the country may be at different stages of modernisation.

It is also common for different ethnic groups to be unevenly represented in prison systems. This can be true of native peoples as well as more recent arrivals. For example, in Australia, New Zealand, Canada and some Pacific islands, Indigenous peoples are over-represented in the prison population compared with their numbers in the population at large; blacks and Hispanics are over-represented in the USA; and Afro Carribeans and South Asian men in the UK prison population.

Catering for the disparate needs and expectations of different groups poses many challenges for prison management and can also be important in terms of the successful reintegration of offenders into society.

Suggested Framework for Discussion Paper

1. Background

To obtain an understanding of the dimensions of this topic in the region, it would be helpful if papers first provide some factual information, if available. The key questions are probably the following:

- *What are the main religious and ethnic groups in your prison system? (Please provide statistics, if available.)*

- *Are any particular groups over-represented in your prison system compared with their numbers in the population at large? (Again, please provide statistics, if available.)*

2. Prisoner Placement and Prison Design

Different jurisdictions may adopt different policies and practices with respect to the placement of prisoners from ethnic and religious groups. A number of jurisdictions have given attention over recent years to the question of whether prison design (especially in the case of new prisons) can, or should, reflect the needs of different prisoner groups:

- *Subject to security classification requirements, is there a policy in your jurisdiction to mix prisoners together or to co-locate those who come from a particular area or culture?*
- *Have you constructed or do you use any correctional facilities for specific ethnic or cultural groups (for example, for Indigenous prisoners, foreign nationals, people from a particular religion etc)?*
- *How much account do you take of the fact that you have different groups of prisoners when designing or constructing a new prison (for example, some new Australian prisons have multiple occupancy cells to reflect the preferences of some Indigenous prisoners)?*
- *Do you have defined areas within prisons (such as cultural ‘meeting places’) where groups can meet to discuss issues of concern? Are there any security concerns with such initiatives?*

3. Religious Diversity

- *How do you seek to provide for religious diversity? (e.g., places for worship and prayer, and access to priests and other religious clerics.)*

4. Food

Food can be one of the most common sources of criticism in prisons and is also an area of religious and cultural sensitivity. In addition to the type of food that is served to prisoners, there can be issues with respect to techniques of preparation.

- *What are the policies in your jurisdiction with respect to the preparation and provision of food to meet cultural and religious expectations? (For example, Halal food, vegetarian diets, or 'traditional foods' for Indigenous prisoners.)*

5. Linguistic Diversity

Linguistic diversity can present a range of difficulties, including prisoners' ability to communicate effectively with staff, with other prisoners and with outside support services such as lawyers. Language problems may also affect a prisoner's ability to undertake educational, training or treatment programmes or to access facilities such as libraries.

- *What policies and practices have you adopted to counteract these difficulties?*

6. Culturally Appropriate Treatment Programmes

In many countries, prison systems now emphasise the importance of prisoners undertaking treatment programmes to 'address their offending behaviour'. However, concerns have sometimes been raised that these treatment programmes tend to reflect the needs of the majority of prisoners and may not cater well for the needs of other groups. For example, treatment programmes may be based on 'group therapy', but some prisoners may say that this format is 'culturally inappropriate' – especially if the facilitator is female.

- *Is this a matter of concern in your jurisdiction?*
- *If so, what steps have been taken to address the problem? (For example, through the development and delivery of alternative programmes and / or different forms of delivering existing programmes).*

7. Staff Recruitment

It appears that in many countries, the ethnic, language and cultural profile of staff is different from the prisoner population profile. This can present some problems in terms of

communication between staff and prisoners (and, potentially, in terms of intelligence gathering and security). However, it can prove very difficult to recruit staff from some ethnic groups.

- *What is the staff profile in your jurisdiction compared with the prisoner profile? (Please provide statistics, if available)*
- *What strategies have you adopted to try to recruit staff from diverse groups?*
- *Which of these strategies have proved successful (and which have proved unsuccessful)?*

8. Staff Training

In addition to recruiting staff from diverse backgrounds, it is also desirable to ensure that other staff have appropriate levels of understanding.

- *What staff training programmes have been developed in your jurisdiction with respect to issues of diversity? (For example, 'cross-cultural training'.)*
- *How are staff 'tested' with respect to their attitudes and what on-going training is provided?*

9. Other Issues

Please raise any other issues that are of concern in your jurisdiction.

Appendix E

Summary of Substantive Agenda Items at Conferences No. 1 to 23

1. Hong Kong, 1980
 - a. Trends and Problems
 - b. Alternatives to Imprisonment and Effects of Prison Management
 - c. Management Services
 - d. Sixth UN Congress – Implications for Asia Pacific

2. Thailand (Bangkok), 1981
 - a. Prison Industry
 - b. Remands
 - c. The Status of Prison Officers and Human Rights
 - d. Prisoners Exchange Arrangements in Asia and the Pacific
 - e. The Problem of Drug Offenders in the Prisons of Asia and the Pacific

3. Japan (Tokyo), 1982
 - a. Staff Development
 - b. Release under Supervision
 - c. Vocational Training
 - d. Classification and Categorisation of Prisoners

4. New Zealand (Wellington), 1983
 - a. Developing Public Awareness in Corrections
 - b. Novel and New Problems and Programmes in the Regions
 - c. Young Offenders in Corrections
 - d. The Problem of Drug Offenders in Prison
 - e. Prison Health Services
 - f. Prison Industries

5. Tonga, 1984
 - a. The Use of Technology in Prisons
 - b. The Role of Volunteers in Prisons in Relation to Programmes for Inmates
 - c. Problem for the Physically and Mentally Handicapped in Prison
 - d. Mechanism Used by Various Jurisdictions to Monitor Crime and Incident Rates in Prisons
 - e. The Definition of Recidivism

6. Fiji (Suva), 1985
 - a. Investigations of Incidents in Prisons
 - b. Facilities and Programmes for Female Prisoners Including Those Inmates with Children
 - c. Extent and Use of Minimum Force in Prisons
 - d. Recruitment and Development Training
 - e. Changing Responsibilities of Correctional Administrators

7. Republic of Korea (Seoul), 1986
 - a. Remandees: Management, Accommodation and Facilities
 - b. Draft Standard Minimum Rules for the Treatment of Prisoners
 - c. Educational Opportunities in Prison with Particular Reference to Primary and Reintegrative Education
 - d. International Transfer of Prisoners within the Asian and Pacific Region
 - e. Providing Employment for Inmates

8. Malaysia (Kuala Lumpur), 1987
 - a. Counter Measure to Overcrowding in Prisons
 - b. Work Release and Associated Matters
 - c. Effective Links between Prison Industry and the Private Sector
 - d. Impact on Prison Management of External Monitoring
 - e. Regional Co-operation for Training of Prison Officers

9. Australia (Sydney and Melbourne), 1988
 - a. Trends and Patterns in Penal Populations: Size, Composition, Type and Characters
 - b. Inter-agency Cooperation within the Criminal Justice System, namely between Corrections and Other Agencies
 - c. Safeguarding Human Rights within the Penal System
 - d. The Media, its Power and Influence upon Corrections System

10. India (New Delhi), 1989
 - a. Current Penal Philosophy
 - b. Current Alternatives to Prison
 - c. Changing Work Role of Prison Staff
 - d. Current Crisis Management Techniques

11. China (Beijing), 1991
 - a. Correctional Statistics, Research and Development
 - b. Prison Education, Training and Work
 - c. Discipline and Grievance Procedures
 - d. Prison and the Community

12. Australia (Adelaide), 1992
 - a. Prison Health Issues
 - b. New Developments in Community Corrections
 - c. Private Industry and Prison Management
 - d. International Co-operation in Corrections

13. Hong Kong, 1993
 - a. Rights and Treatment of Unconvicted Prisoners
 - b. The Effective Treatment of Different Types of Offenders
 - c. Public Awareness and Support for Corrections
 - d. International Co-operation in Corrections

14. Australia (Darwin), 1994
 - a. Management of Intractable and Protection Prisoners
 - b. The Application of Technology and Information Systems in Corrections
 - c. Care and Control of Minority Groups in Prison
 - d. Staffing and Management Systems in Corrections

15. Japan (Tokyo and Osaka), 1995
 - a. Prison Health Issues
 - b. Contemporary Issues in Correctional Management
 - c. Classification and Treatment of Offenders
 - d. Impact of External Agencies on Correctional Management

16. New Zealand (Christchurch), 1996
 - a. Community Involvement in Corrections
 - b. Provision of Food and Health Services in Prisons
 - c. Special Issues Relating to the Management of Female Offenders
 - d. International Co-operation at the Global, Regional and Sub-Regional Levels

17. Malaysia (Kuala Lumpur), 1997
 - a. National Report on Contemporary Issues
 - b. Vocational Training and the Work of Prisoners
 - c. Private Sector Involvement in Corrections
 - d. Prison Staff: Recruitment, Training and Career Development

18. Canada (Vancouver), 1998
 - a. National Report on Contemporary Issues in Corrections
 - b. Best Practice in the Treatment of Offenders
 - c. Creating and Sustaining the Interest of the Community and Government in Corrections
 - d. The Application of Technology to Prison Design and Management

19. China (Shanghai), 1999
 - a. National Report on Contemporary Issues in Corrections
 - b. The Corrections or Re-education of Young Offenders
 - c. Defining and Clarifying the Role and Functions in Prisons with a View to:
 - (1) Reducing Recidivism
 - (2) Reducing the Negative Impact of Prison on the Families of Convicted and Unconvicted Criminals; and
 - (3) Enhancing the Use of Community Corrections
 - d. Corrections in the New Millennium: Challenges and Responses

20. Australia (Sydney), 2000
 - a. National Report on Contemporary Issues in Corrections
 - b. Women Prisoners
 - c. Community Involvement in Corrections
 - d. Health Issues in Corrections

21. Thailand (Chiang Mai), 2001
 - a. National Report on Contemporary Issues in Corrections
 - b. Foreign Prisoners and International Transfer
 - c. Drug Offenders – Psychological and Other Treatment
 - d. The Management of Special Groups of Offenders

22. Indonesia (Denpasar, Bali), 2002
 - a. National Report on Contemporary Issues in Corrections
 - b. Outsourcing of Correctional Services
 - c. Recruitment, Training and Career Development of Correctional Staff
 - d. The Reception and Classification of Prisoners as the Key to Rehabilitation

23. Hong Kong, 2003
 - a. National Report on Contemporary Issues in Corrections
 - b. Dealing with Prisoners' Complaints and Grievances
 - c. Promoting Desirable Prison Officer Culture and Behaviour
 - d. Major Prison Disturbances : Causes and Responses

24. Singapore, 2004
 - a. National Report on Contemporary Issues in Corrections
 - b. Roles of Community/Public Sector Agencies & Families in Successful Reintegration
 - c. Preventing & Containing Infectious Diseases
 - d. Managing Public Expectations in the Treatment of Offenders
 - e. Practices in Dealing with the Diverse Cultural & Spiritual Needs of Inmates

Appendix F

Summary of Specialist Workshop Items at Conferences No. 21 - 23

1. Thailand (Chiang Mai), 2001
 - a. Correctional Throughcare
 - b. Indigenous Offenders & Restoration Justice

2. Indonesia (Denpasar, Bali), 2002
 - a. Correctional Standards, Service Quality, Benchmarking and Risk of Reoffending
 - b. Community Participation and Engagement in Corrections

3. Hong Kong, 2003
 - a. Prison Industry Partnerships
 - b. Training and Succession Planning for Senior Correctional Managers

3. Singapore, 2004
 - a. Resolving Ethical Conflicts Amongst Prison Officers
 - b. Innovation within the Correctional Settings
 - c. Communication and Public Relations – Ways to Gain the Support of Media, Politicians & the Public

Appendix G

Report on Administration of Asian and Pacific Conference of Correctional Administrators Fund for the period from 1 October 2003 to 15 September 2004

**Report on Administration of
Asian and Pacific Conference of Correctional Administrators Fund
for the period from 1 October 2003 to 15 September 2004**

Introduction

At the 17th Asian and Pacific Conference of Correctional Administrators (APCCA) held in Malaysia, the full Conference agreed to establish a fund in the name of APCCA to provide a small fee and administrative expenses to the Co-ordinator who had been supporting APCCA on an honorary basis.

Administration of the Fund

The Hong Kong Correctional Services Department was appointed the Administrator of the Fund. All expenditure above a nominal amount of US\$1,000 would need prior approval of two members of the APCCA Finance Committee. The financial statements of the Fund would be tabled at the APCCA meetings.

During the 23rd APCCA Conference held in Hong Kong from 7 to 12 December 2003, the Conference endorsed the following recommendations made by the Finance Committee and the Governing Board that : -

- (a) an annual honorarium of US\$7,500 and US\$2,500 be given to the Rapporteur and the Co-rapporteur respectively. Dr. Neil Morgan and Mrs. Irene Morgan were appointed as Rapporteur and Co-rapporteur for the 2003 conference as an ad hoc arrangement arising from Professor Biles' decision to stand aside. They were further appointed for a period of three years commencing from 2003/04 (i.e. covering the 2004, 2005 and 2006 conferences); and
- (b) a maximum combined total of US\$5,000 per annum be used to assist the Rapporteur and Co-Rapporteur's travel arrangements. This would involve the host jurisdiction preparing a budget proposal for the Finance Committee's consideration.

The annual honoraria of US\$7,500 and US\$2,500 to Dr. Neil Morgan as Rapporteur and Mrs. Irene Morgan as Co-rapporteur respectively for the year 2003 were given in August 2004.

In addition, the sum of US\$829, including a telegraphic transfer handling charge, due to the Singapore Prisons Department for the ongoing development and maintenance of APCCA Website 2003/2004 and the reimbursement of APCCA Newsletter production for December 2003 issue was paid in September 2004.

Contribution

While contributions from any jurisdictions would be welcome, it was agreed in the previous conferences that the following scheme of voluntary contributions should continue: -

Australia (New South Wales, Queensland, South Australia, Western Australia, Victoria) (US\$1,000 from each mainland state)	=	US\$5,000
Canada, Japan, New Zealand, Singapore (US\$3,000 each)	=	US\$12,000
Brunei, Hong Kong, India, Korea, Malaysia (US\$1,000 each)	=	US\$5,000
	Total	US\$22,000

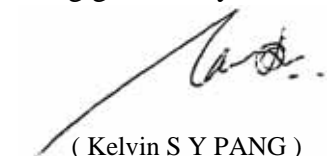
Progress and Results

The Fund was established in December 1997 and an account was opened in the name of APCCA at the Hongkong and Shanghai Banking Corporation Limited.

For the year ended 15 September 2004, a total of US\$18,917 agreed contributions were received. In addition, a sum of US\$8,356, being voluntary contributions by the Australian Capital Territory of Australia, Fiji, Kingdom of Cambodia, Macau, Mongolia, Papua New Guinea, Thailand and Vietnam was received. Thus total contributions amounted to US\$27,273. Total expenditure for the year, including a telegraphic transfer handling charge of US\$3, was US\$10,829. After deducting a bank charge of US\$91 and taking into account bank interest income of US\$10, there was a surplus of US\$16,363 for the year. With a balance of US\$54,002 brought forward from the previous year, the Fund had an accumulated surplus of US\$70,365 as at 15 September 2004. Please refer to the attached financial statements for details.

Vote of Thanks

I wish to express my appreciation to those jurisdictions that have contributed to the Fund over the years. Members' support will place the APCCA on a much firmer footing than it has ever been in the past. I sincerely hope that members will continue their support to the APCCA Fund in future years by contributing generously.


(Kelvin S Y PANG)
Commissioner of Correctional Services, Hong Kong
27 September 2004

**Asian and Pacific Conference of Correctional Administrators (APCCA) Fund
Balance Sheet as at 15 September 2004**

	Note	2004	2003
Assets		US\$	US\$
Cash at bank	4	70,360	53,025
Contribution receivable*		–	976
Interest receivable		5	1
		70,365	54,002

Representing

Accumulated Fund:

Accumulated Surplus

(i) As at beginning of the year		54,002	48,338
(ii) Surplus for the year		16,363	5,664
		70,365	54,002

* Applicable to the year 2003 only.

Asian and Pacific Conference of Correctional Administrators (APCCA) Fund
Income and Expenditure Statement
for the period from 1 October 2003 to 15 September 2004

	Note	US\$	2004 US\$	2003 US\$
Income				
Contribution Received	1			
(a) <i>Planned Contributions Received (see Annex I)</i>				
Australia				
New South Wales		1,000		
Queensland		982		
South Australia		1,000		
Victoria		1,000		
Western Australia		1,000		
Brunei		980		
Canada		3,000		
Hong Kong (China)		1,000		
Japan		3,000		
Korea		1,000		
Malaysia		890		
New Zealand		2,975		
Singapore		1,000		
Sub-total		18,917	18,917	18,961
(b) <i>Additional Contributions Received (see Annex II)</i>				
Australia				
Australian Capital Territory		1,064		
Fiji		981		
Kingdom of Cambodia		1,000		
Macao (China)		1,000		
Mongolia		285		
Papua New Guinea		1,026		
Thailand		1,000		
Vietnam - for year 2003*		1,000		
- for year 2004		1,000		
Sub-total			8,356	7,850
Total Contributions Received (a + b)			27,273	26,811
Less: Bank Charges			91	58
Actual Amount Received			27,182	26,753
Add: Interest Income	2		10	6
Total Income			27,192	26,759
Less: Expenditure	1			
Donation to Bali Blasts Incident in Indonesia			-	10,000
Honorarium to APCCA Rapporteur			7,500	7,500
Honorarium to APCCA Co-rapporteur			2,500	2,500
Ongoing development & maintenance of APCCA Website 2003/04	3		513	778
Reimbursement of APCCA Newsletter production (Dec 03 issue)	3		313	311
Telegraphic transfer handling charge	3		3	6
Total Expenditure			10,829	21,095
Net Surplus			16,363	5,664

*Being contribution for year 2003 received during the 23rd APCCA Conference.

Notes

1. Contribution and expenditure are accounted for on cash basis.
2. Interest income is accounted for on accrual basis.
3. Amount comprised :

	US \$
Ongoing development & maintenance of APCCA	
Website 2003/2004	
US\$829.56 X SGD[(50.00 + 788.00 + 33.52) / 1,408.07]	513
APCCA Newsletter production (December 2003 issue)	
US\$829.56 X SGD[(263.80 + 267.75) / 1,408.07]	313
Telegraphic transfer handling charge	
US\$829.56 X SGD(5.00 / 1,408.07)	<u>3</u>
Total	<u>829</u>

4. Cash at bank represents the balance as at 15.09.2004.

Annex I

Planned Contributions Received (2004)

Jurisdiction	Recommended Minimum Contribution (US\$)	(a) Intended Contribution (US\$)	(b) Overseas Bank Charges (US\$)	(c)=(a)- (b) Actual Amount Received (US\$)	Received on
Australia					
New South Wales	1,000	1,000.00	6.44	993.56	05.02.2004
<i>Queensland</i>	1,000	982.00	6.45	975.55	28.01.2004
South Australia	1,000	1,000.00	-	993.56 6.44	06.02.2004 11.02.2004
Victoria	1,000	1,000.00	6.43	993.57	11.03.2004
Western Australia	1,000	1,000.00	-	1,000.00	25.03.2004
Brunei	1,000	980.00	6.42	973.58	28.07.2004
Canada	3,000	3,000.00	-	3,000.00	17.06.2004
Hong Kong (China)	1,000	1,000.00	-	993.56 6.44	26.02.2004 02.03.2004
Japan	3,000	3,000.00	-	3,000.00	02.06.2004
Korea	1,000	1,000.00	6.43	993.57	19.03.2004
Malaysia	1,000	980.00	6.43	973.57	04.03.2004
New Zealand	3,000	2,975.00	6.45	2,968.55	26.01.2004
Singapore	3,000	1,000.00	6.44	993.56	03.02.2004
Total	21,000	18,917.00	51.49	18,865.51	

Voluntary Contributions Received (2004)

Jurisdiction	(a) Intended Contribution (US\$)	(b) Overseas Bank Charges (US\$)	(c) = (a) + (b) Actual Amount Received (US\$)	Received on
Australia Australian Capital Territory	1,064.00	6.42 6.42	975.58 75.58	19.05.2004 21.07.2004
Fiji	980.77	1.25	979.52	17.03.2004
Kingdom of Cambodia	1,000.00	6.42	993.58	29.07.2004
Macau (China)	1,000.00	-	993.56 6.44	28.02.2004 02.03.2004
Mongolia	285.00	6.43	278.57	13.03.2004
Papua New Guinea	1,026.79	6.42	1,020.37	11.03.2004
Thailand	1,000.00	-	1,000.00	18.02.2004
Vietnam	1,000.00* 1,000.00	- 6.43	1,000.00 993.57	08.12.2003 09.06.2004
Total	8,356.56	39.79	8,316.77	

* : Being contribution for year 2003 received during the 23rd APCCA Conference.

**Report on Audit of the Financial Statements of the
Asian and Pacific Conference of Correctional Administrators (APCCA) Fund**

Introduction

At the 18th APCCA held in Canada, the full Conference agreed that a small audit committee comprising the leaders of the current host jurisdiction and the most recent host jurisdiction should review the work of the APCCA Finance Committee and report to the next full Conference. However, as Hong Kong (China), being the administrator of the APCCA Fund, is also the most recent host jurisdiction for the 23rd APCCA, New Zealand has kindly agreed to take up the auditing role this year.

Opinion


We have audited the financial statements of the APCCA Fund which have been prepared by the Hong Kong Correctional Services Department, the Administrator of the Fund.

In our opinion, the financial statements give a true and fair view, in all material aspects, of the state of affairs of the Fund for the period 1 October 2003 to 15 September 2004.



(New Zealand)

Date : 3/10/04



(Singapore)

Date : 3/10/2004

Appendix H

APCCA Secretariat Report (December 2003 – September 2004) for submission to the 24th APCCA

Summary

1. Established after the 21st APCCA, the APCCA Secretariat is co-hosted by the Hong Kong Correctional Services Department (HKCSD) and the Singapore Prison Service (SPS) for a term of two years, i.e., from 2001/2002 to 2002/2003. At the 23rd APCCA in December 2003, the appointment was renewed for two years, from 2003/2004 to 2004/2005. This is the third year for the Secretariat to report its work to APCCA.
2. HKCSD took the opportunity to introduce the Conference and its constitutional document – the APCCA Joint Declaration to new participants, in a panel exhibition at the 23rd APCCA in December last year. With the addition of two new APCCA members – South Australia and Western Australia, the APCCA now boasts a total of 29 members. The APCCA membership list and the Governing Board list for 2003/2004 were also confirmed at the 23rd APCCA.
3. Using a revised form, HKCSD continues to collect statistics from correctional jurisdictions within the Asia-Pacific Region for the reference of this conference. I would like to thank the Northern Territory Correctional Services for its assistance in consolidating the statistics of Australia.
4. Thus far, SPS has produced and distributed five issues of 12-page APCCA newsletter since June 2002, the latest being the July 2004 issue. SPS is currently producing the December 2004 issue.
5. SPS continues maintenance and supervision of the APCCA website. SPS has also created an official website for the 24th APCCA, which consists of information on the Conference, such as the Conference Programme, format for discussion of Agenda Items and Specialist Workshops, social programmes and exhibition details. SPS has also uploaded the Prisons Acts and Regulations of various member countries for reference and knowledge-sharing.
6. The Secretariat takes this opportunity to thank all APCCA members for their contribution to and support for its work in the past year.

**APCCA Secretariat Report
(December 2003 – September 2004)
for submission to the 24th APCCA**

This report informs APCCA members of the work of the APCCA Secretariat within the period from December 2003 up to September 2004.

Background

2. The APCCA Joint Declaration provides for the establishment of the APCCA Secretariat to provide support services to APCCA and to its Governing Board. The main duties of the Secretariat are to serve as a focal contact point between APCCA and its members/other individuals and organisations; produce the APCCA newsletter and operate the APCCA website; implement the resolutions and exercise such powers as authorised by the Annual Conference and/or the Governing Board; and serve as the APCCA Fund Administrator.

3. The Hong Kong Correctional Services Department (HKCSD) and the Singapore Prison Service (SPS) were appointed by APCCA at its 21st Annual Conference held in 2001 to co-serve as the APCCA Secretariat for a term of two years. At the 23rd Annual Conference held in Hong Kong in 2003, the appointment was renewed for two more years, i.e., from 2003/2004 to 2004/2005.

4. Based on a cooperative agreement between the two departments, HKCSD undertakes general administrative duties and liaison work whereas SPS is responsible for APCCA newsletter publishing and the supervision and maintenance of the APCCA website.

Administrative and Co-ordination Work

5. Having the 23rd APCCA take place in Hong Kong last year, the opportunity was taken to introduce the Conference and its constitutional document – the APCCA Joint Declaration to new participants by means of panel exhibition. Two more jurisdictions, namely, South Australia and Western Australia registered as APCCA member on signing the Joint Declaration making the number of members up to 29. The APCCA membership list and the Governing Board list for year 2003/2004 were compiled by the Conference Secretariat for confirmation at the 23rd Annual Conference.

6. A well-designed membership registrar was produced to hold important documents including the original copy of the APCCA Joint Declaration and members' signature sheets. It is to be kept by whichever jurisdictions that take up the Conference Secretariat role.

7. Using a revised form, HKCSD continues to collect statistics from correctional jurisdictions within the Asia-Pacific for the reference of this conference.

8. As the APCCA Fund Administrator, HKCSD manages the Fund in accordance with the APCCA Joint Declaration and with the assistance of the Finance Committee. A separate report on the administration of the APCCA Fund will be presented at the 24th Annual Conference.

APCCA Newsletter Production

9. The APCCA Newsletter is a bi-annual publication for the purpose of sharing and learning amongst correctional counterparts in the Asia-Pacific Region. SPS is honoured to take up the production work since assuming duties as a member of the APCCA Secretariat, and has since developed its in-house capabilities for the task.

10. The newsletter production ranging from design, layout, printing, binding and dissemination, is done by inmates, under the supervision of prison officers. Inmates who have prior experience in newsletter publishing serve as mentors guiding fellow inmates in producing the newsletters. SPS recognises that inmates are part of its value chain and such training opportunities can help them develop new skills set and could help in enhancing their employability after release.

11. The December 2003 and July 2004 issues have been distributed to APCCA members. The December 2003 issue will be published on the website by September 2004. Many members have responded to SPS's calls for articles for the newsletter. SPS receives articles regularly from Canada, Australia, New Zealand, UNAFEI, Thailand and Hong Kong. SPS is heartened to see several first-time contributors, like Malaysia, Fiji and South Korea, and anticipates their continued support. The good response from members has contributed to an excellent range of articles spanning 12 pages for the past issues.

12. The Secretariat looks forward to the continued support of the APCCA members in the area of article contributions. We hope many will leverage on this newsletter to share their knowledge and expertise.

13. Currently, the APCCA fund covers the costs for purchasing printing paper and postage charges for distribution of newsletters. The other overheads, including the cost of inmate labour, are absorbed by SPS.

APCCA Web Hosting

14. To facilitate better sharing of information amongst members and promote a wider exposure of the APCCA to the global community, the APCCA Internet website was set up in November 1999 and maintained by the Australian Institute of Criminology (AIC) on behalf of APCCA.

15. With the setting up of the APCCA Secretariat in 2001, SPS was given the

responsibility of maintaining and supervising the APCCA website from October 2002 to December 2003. This responsibility has been extended for another term of 2 years till Dec 2005. Since then, SPS has continued the good practice of timely updates (e.g. the publication of the 22nd and 23rd APCCA Report, Discussion Guides and Discussion Papers. This year, SPS has also created a website for the 24th APCCA, under the official APCCA website. It consists of information on the Conference, such as the Discussion Guide, format for discussion of Agenda Items, Specialist Workshops, social programmes and exhibition details.

16. Following discussions at 23rd APCCA, SPS has uploaded the Prison Acts and Regulations of the various APCCA member countries on the website. This serves as an excellent platform for knowledge-sharing and research.

17. SPS is reimbursed from the APCCA Fund for the engagement of an Internet Service Provider to provide the web hosting service.

Concluding Remark

18. The Secretariat takes this opportunity to thank all APCCA members for their contribution to and support for its work in the past year.

APCCA Secretariat
September 2004

Appendix I

National and Regional Participation in the Asian and Pacific Conference of Correctional Administrators (1980 – 2004)

	1980 HK	1981 Thailand	1982 Japan	1983 NZ	1984 Tonga	1985 Fiji	1986 Korea	1987 Malaysia	1988 Australia	1989 India	1991 China	1992 Australia
Australia	√	√	√	√	√	√	√	√	√	√	√	√
Bangladesh										√		
Brunei Darussalam						√	√	√	√	√		
Cambodia												
Canada	√	√					√				√	√
China										√	√	√
Cook Islands				√		√		√		√	√	
Fiji		√	√	√	√	√	√					√
Hong Kong	√	√	√	√	√	√	√	√	√	√	√	√
India		√	√		√	√	√	√	√	√	√	√
Indonesia	√			√	√	√	√	√	√		√	√
Japan	√	√	√	√	√	√	√	√	√	√	√	√
Kiribati					√	√	√	√	√			√
Korea, DPR												√
Korea, REP				√	√	√		√	√	√	√	√
Laos							√					
Macao	√		√	√	√	√			√	√	√	√
Malaysia	√	√	√	√	√	√	√	√	√	√	√	√
Mongolia							√			√		
Nepal										√		
New Zealand		√	√	√	√	√	√	√	√		√	√
Pakistan										√		
Papua New Guinea	√		√	√		√		√	√		√	
Philippines	√	√	√				√		√	√		
Samoa	√			√								
Singapore	√	√	√	√	√		√	√	√		√	√
Solomon Islands				√				√	√			
Sri Lanka	√	√	√	√	√	√	√	√	√		√	
Thailand	√	√	√	√	√	√	√	√	√	√	√	√
Tonga	√		√	√	√	√	√	√	√	√	√	√
Tuvalu												
Vanuatu												
Vietnam											√	
TOTAL	14	12	14	17	15	17	18	17	18	17	18	17

	1993 HK	1994 Australia	1995 Japan	1996 NZ	1997 Malaysia	1998 Canada	1999 China	2000 Australia	2001 Thailand	2002 Indonesia	2003 HK	2004 Singapore
Australia	√	√	√	√	√	√	√	√	√	√	√	√
Bangladesh	√	√										
Brunei Darussalam	√	√	√	√	√	√	√	√	√	√	√	√
Cambodia			√	√	√		√	√	√	√	√	√
Canada	√	√	√	√	√	√	√	√	√	√	√	
China	√	√	√	√	√	√	√	√	√	√	√	√
Cook Islands		√		√								
Fiji	√	√	√	√	√	√	√		√	√	√	√
Hong Kong	√	√	√	√	√	√	√	√	√	√	√	√
India	√	√	√	√	√	√				√	√	√
Indonesia	√	√	√	√	√	√	√	√	√	√	√	√
Japan	√	√	√	√	√	√	√	√	√	√	√	√
Kiribati		√						√			√	√
Korea, DPR		√										
Korea, REP	√	√	√	√	√	√	√	√	√	√	√	√
Laos					√							√
Macao	√	√	√	√	√		√	√	√	√	√	√
Malaysia	√	√	√	√	√	√	√	√	√	√	√	√
Mongolia						√	√	√	√	√	√	√
Nepal		√										
New Zealand	√	√	√	√	√	√	√	√	√	√	√	√
Pakistan											√	
Papua New Guinea				√					√			
Philippines	√	√	√	√	√	√		√	√	√	√	
Samoa						√						
Singapore	√	√	√	√	√	√	√	√	√	√	√	√
Solomon Islands	√				√	√						√
Sri Lanka	√				√	√			√	√	√	√
Thailand	√	√	√	√	√	√	√	√	√	√	√	√
Tonga								√	√	√		√
Tuvalu								√				
Vanuatu				√			√					
Vietnam			√	√	√	√	√	√	√	√	√	√
TOTAL	19	21	18	21	21	20	18	20	21	21	22	22

Appendix J

APCCA Membership List 2003/2004

1. Australian Capital Territory, Australia
2. New South Wales, Australia
3. Northern Territory, Australia
4. Queensland, Australia
5. South Australia, Australia *
6. Tasmania, Australia
7. Victoria, Australia
8. Western Australia, Australia *
9. Brunei Darussalam
10. Cambodia
11. Canada
12. China
13. Hong Kong (China)
14. Macao (China)
15. Fiji
16. India
17. Indonesia
18. Japan
19. Republic of Kiribati
20. Republic of Korea
21. Malaysia
22. Mongolia
23. New Zealand
24. Philippines
25. Singapore
26. Sri Lanka
27. Tonga
28. Thailand
29. Vietnam

*Note: Jurisdictions with * have signed the Joint Declaration at the 23rd annual conference and hence become members of the APCCA*

APCCA Membership List 2004/2005

1. Australian Capital Territory, Australia
2. New South Wales, Australia
3. Northern Territory, Australia
4. Queensland, Australia
5. South Australia, Australia *
6. Tasmania, Australia
7. Victoria, Australia
8. Western Australia, Australia *
9. Brunei Darussalam
10. Cambodia
11. Canada
12. China
13. Hong Kong (China)
14. Macao (China)
15. Fiji
16. India
17. Indonesia
18. Japan
19. Republic of Kiribati
20. Republic of Korea
21. Malaysia
22. Mongolia
23. New Zealand
24. Philippines
25. Singapore
26. Sri Lanka
27. Solomon Islands*
28. Tonga
29. Thailand
30. Vietnam

*Note: Jurisdictions with * have signed the Joint Declaration at the 24th annual conference and hence become members of the APCCA*

Appendix K

Governing Board Membership 2003/2004

1. Canada
2. China
3. Hong Kong (China)
4. Indonesia
5. Japan
6. Malaysia
7. Mongolia
8. New Zealand
9. Singapore – Board Chair
10. Thailand

Governing Board Membership 2004/2005

1. Canada
2. China
3. Hong Kong (China)
4. Indonesia
5. Japan
6. Korea – Board Chair
7. Kiribati
8. Macao (China)
9. New Zealand
10. Singapore

Appendix L

APCCA Finance Committee Meeting

Date : 3 October 2004 (Sunday)

Time : 3:30 p.m. – 4:00 p.m.

Venue : Ocean 6, Pan Pacific Hotel, 7 Raffles Boulevard, Marina Square, Singapore

Agenda:

1. APCCA Fund Administrator's Report (2003/2004)
2. Review of the Surplus Level in the APCCA Fund
3. Any Other Business

**Notes of Meeting of APCCA Finance Committee
held at 3.10.2004 at Ocean Ballroom 7, Pan Pacific Hotel at 1530 hrs**

Present

Mr Kelvin Pang of Hong Kong (China)

Mr James Ryan of Australian Capital Territories (ACT), Australia

Mr Mark Byers of New Zealand

Mr Chua Chin Kiat of Singapore

Recorder

Ms Sharon Cheong (APCCA Secretariat)

Mr Terence Lam (APCCA Secretariat)

In Attendance

Mr Chris Manners of Northern Territories (NT), Australia

Mr Terrence Goh of Singapore

Mr Chia Poh Choon of Singapore

Ms Yeo Suat Lay of Singapore

APCCA Fund Administrator's Report

- The period covered was from 1 October 2003 to 15 September 2004, instead of to 30 September (i.e., the closing date of the APCCA financial year) in order to allow sufficient time for the compilation of the Fund Administrator's Report.
- A total of US\$18,917 agreed contributions had been received.
- Voluntary contributions were also received from ACT of Australia, Fiji, Kingdom of Cambodia, Macao (China), Mongolia, Papua New Guinea, Thailand and Vietnam.
- A total contribution of US\$27,273 was received.
- Total expenditure amounted to US\$10,829, mainly on APCCA website development and maintenance, newsletter production, and honoraria for the APCCA Rapporteur and Co-rapporteur.
- There was an accumulated surplus of US\$70,365.
- Together with Singapore, New Zealand (in lieu of Hong Kong (China) which was the original auditor by virtue of its capacity as the previous conference host) audited the Fund Administrator's Report prepared by Hong Kong (China) to avoid conflict of interest.
- Both Singapore and New Zealand found the financial statements a true and fair view of the state of affairs of the Fund for the period covered. The audited report would be

submitted for endorsement at the coming Governing Board meeting and the 24th Annual Conference.

Review of the Surplus Level in the APCCA Fund

- A review of the surplus level in the APCCA Fund had been proposed by New Zealand.
- According to a discussion paper prepared by Hong Kong (China), a projected annual income of US\$24,000 and annual expenditure of US\$16,000 would result in a net increase of US\$8,000 to the Fund each year. Against this background, discussions were initiated to determine the need to contain the Fund reserve at a certain level.
- Mr Kelvin Pang recommended maintaining the surplus fund until the Committee had decided on its management.
- As there was no way to reduce the surplus level at this juncture, Mr James Ryan suggested a review of the surplus level after a year or two.
- Mr Kelvin Pang informed the meeting that voluntary contributions contributed to half of the surplus fund. As such, it was not certain whether the level of voluntary contributions could be maintained in the future.
- Mr Chua Chin Kiat shared the same sentiment, and commented that the accumulated surplus was not substantial enough. He proposed that the future Committee could reconsider reviewing the surplus level once it crossed the US\$100,000 mark. The accumulated surplus could then be channelled into funding joint training or contribution towards worthy causes.
- After deliberation, it was decided to delay the review of the surplus level in the APCCA Fund and maintain the current pattern of contributions in order to keep a sound reserve for use in future.

Any Other Business

- Nil.

- End -

Appendix M

The Asian and Pacific Conference of Correctional Administrators Joint Declaration, as amended at the 24th APCCA

Representatives of government agencies and departments responsible for prison or correctional administration from Australia, Brunei Darussalam, Cambodia, Canada, China, Hong Kong (China), Fiji, India, Indonesia, Japan, Republic of Korea, Malaysia, Mongolia, New Zealand, Philippines, Singapore, Sri Lanka, Tonga, Thailand and Vietnam met in Bali, Indonesia on 18 October 2002,

Recalling the long history of development of and sustained cohesion in the Asian and Pacific Conference of Correctional Administrators;

Conscious of the support and personal involvement of senior correctional administrators from states, territories and are as which together share a well-defined geographical identity and represent a sizable world population;

Mindful of the existence of common interests and problems among correctional jurisdictions within the Asia-Pacific Region and convinced of the need to strengthen existing relationships and further co-operation;

Taking into account the differences in the stages of economic development and in the cultural and socio-political systems in the region;

Recognising equality, trust and mutual respect being the basis of communication and co-operation;

Acknowledging the informal nature of the grouping based on the principles of voluntariness and consensus;

Desiring to give the Asian and Pacific Conference of Correctional Administrators a more professional identity;

Do hereby declare as follows:

1. The purpose of the Asian and Pacific Conference of Correctional Administrators (hereinafter referred to as the APCCA) is to provide a forum for government officials

responsible for prison or correctional administration within the Asia-Pacific Region to share ideas and practices in the professional area of correctional administration and develop networks aimed at fostering co-operation.

Definitions

2. For the purposes of this Joint Declaration:-
 - (a) “Annual Conference” means the Annual Conference referred to in Paragraph 7;
 - (b) “APCCA Fund” means the APCCA Fund referred to in Paragraph 28;
 - (c) “APCCA Secretariat” means the APCCA Secretariat referred to in Paragraph 19;
 - (d) “Finance Committee” means the Finance Committee referred to in Paragraph 22;
 - (e) “APCCA Fund Administrator” means the APCCA Fund Administrator referred to in Paragraph 31;
 - (f) “Governing Board” means the Governing Board referred to in Paragraph 13; and
 - (g) “Rapporteur” means the Rapporteur referred to in Paragraph 24.

Scope of activities

3. For the purpose stated in Paragraph 1, the APCCA will carry out the following:
 - (a) To organise conferences, seminars and workshops;
 - (b) To promote co-operation and collaborative initiatives between members in areas of common interest;
 - (c) To promote staff exchanges and study visits;
 - (d) To promote best practices;
 - (e) To compile regional correctional statistics; and
 - (f) To conduct any other activities as approved by the Governing Board and/or the Annual Conference.

Membership

4. Membership of the APCCA will be confined to the government agencies and departments responsible for prison or correctional administration within the Asia-Pacific Region.
5. A territory or an area of a sovereign state may participate in the APCCA on its own, subject to the consent of the sovereign state and the endorsement of the Governing Board.
6. Membership in the APCCA entitles a member to vote and to be elected to office.

Organisation

7. There will be an Annual Conference. The host state, territory or area will be responsible for all the activities in the organisation of this Conference.
8. The Annual Conference will be held at such time and place as the Governing Board may determine in consultation with the Annual Conference host.
9. The Annual Conference will be the ultimate authority to govern the affairs of the APCCA, and may issue guidelines to the Governing Board and the APCCA Secretariat for the operation and management of the APCCA.
10. The Annual Conference has the power to:
 - (a) set policies on directions, programmes, activities and expenditures;
 - (b) decide on practices and procedures;
 - (c) confirm the membership of the Governing Board;
 - (d) appoint Finance Committee members and, in case of joint APCCA Secretariat hosts, the APCCA Fund Administrator;
 - (e) decide on the host(s) of the APCCA Secretariat;
 - (f) endorse the appointment and approve the duties of the Rapporteur;
 - (g) endorse agreed contributions to the APCCA Fund; and
 - (h) consider and adopt or reject the APCCA Fund Administrator's annual report.

11. The host of a current Annual Conference will preside as the Chair at the Annual Conference.

12. The APCCA and its Annual Conference operate by consensus. When a consensus is clearly not possible, decisions may be reached by a simple majority vote of the APCCA members in attendance of the Annual Conference and a declaration by the Chair of the Annual Conference that a resolution has been carried. Each member has one vote and no proxy vote will be allowed. The Chair will cast the deciding vote in case of a tie. APCCA members will endeavour to follow decisions concerning internal matters of the APCCA that are reached by consensus.

13. The governing body of the APCCA will be the Governing Board, which is responsible for:

- (a) directing all activities relating to the purpose of the APCCA;
- (b) managing the business of the APCCA as directed by the Annual Conference;
- (c) providing advice on the APCCA activities and conference business;
- (d) identifying and recommending suitable APCCA members to host the APCCA Secretariat;
- (e) identifying and recommending a suitable person to serve as Rapporteur, as required, for the endorsement of the Annual Conference; and
- (f) recommending agenda items for each Annual Conference.

14. There will be a maximum of ~~14~~ 13 Governing Board members, including the Board Chair. The composition of the Governing Board for a particular ~~year~~ **Annual Conference** will be as follows:

- (a) Board Chair - the host of ~~the forthcoming~~ **that** Annual Conference will be the Board Chair;
- (b) Elected membership - there will be four elected members. Each year, there will be an election for one of the four seats;
- (c) Previous host membership - the previous host membership will consist of the past three consecutive host states/territories/areas of the Annual Conferences; ~~previous to the host of the forthcoming Annual Conference~~
- (d) Rotating membership - the rotating membership will consist of three reversed alphabetically chosen states/territories/areas attending the ~~current~~ **previous** year's Annual Conference; ~~and~~
- (e) Secretariat host membership - the **existing** APCCA Secretariat host(s)

~~appointed for the period between the current and the forthcoming Annual Conference will be member (s); and~~

(f) Next host membership – the host of the next Annual Conference.

15. The Governing Board will hold office from the conclusion of the Annual Conference at which its composition is confirmed until the conclusion of the next Annual Conference.

16. The Governing Board will meet at least once a year at such time and place as the Board Chair may determine.

17. Five Governing Board members will constitute a quorum for the meetings of the Governing Board. The Governing Board will operate by consensus. Where consensus is not reached, decisions of the Governing Board may be made by a simple majority vote of the members present. Each member, regardless of whether he serves on the Governing Board in more than one capacity, will have one vote. The Board Chair will abstain from voting unless there is a tie.

18. The Governing Board may transact business by means other than meetings and a decision by a simple majority of its members will be valid.

19. There will be an APCCA Secretariat to provide support services to the APCCA and to the Governing Board.

20. The APCCA Secretariat will:

- (a) be a focal contact point between the APCCA and its members, and between the APCCA and other individuals and organisations;
- (b) maintain and distribute the APCCA materials and documents;
- (c) publish and distribute the APCCA Newsletter;
- (d) operate the APCCA web site;
- (e) be the APCCA Fund Administrator;
- (f) implement the resolutions and exercise such powers as authorised by the Annual Conference and/or the Governing Board; and
- (g) serve as the secretary to the Governing Board meetings in case the Rapporteur is not available.

21. The Annual Conference will appoint one or two APCCA members to discharge the APCCA Secretariat functions. The appointment will be reviewed every two years.

22. There will be a Finance Committee comprising the APCCA Fund Administrator and two other APCCA members appointed by the Annual Conference. All expenditures above a nominal amount set by the Governing Board will require the prior approval of the APCCA Fund Administrator and one other member of the Finance Committee.
23. There will be a Programme Committee to assist the Annual Conference host in planning conference programmes.
24. There may be a Rapporteur, if required, to serve the APCCA in accordance with a Charter approved by the Annual Conference. His or her duties would be to prepare the discussion guide and compile the report for each Annual Conference and to serve as the secretary to the Governing Board meetings.
25. The appointment of the Rapporteur will be recommended by the Governing Board and endorsed by the Annual Conference.
26. A Rapporteur will serve the APCCA for a fixed term of three years, which upon expiry may be extended once for a period of two years. One year's notice may be given by either the APCCA or the Rapporteur for termination of the appointment.
27. The Governing Board may pay an honorarium to the Rapporteur.

The APCCA Fund

28. The APCCA Fund comprises:
- (a) agreed contributions from the APCCA members as endorsed by the Annual Conference;
 - (b) voluntary contributions from the APCCA members; and
 - (c) any income as the Governing Board may approve.
29. The APCCA Fund will be applied exclusively for the purpose of the APCCA.
30. The financial year of the APCCA ends on 30 September.
31. The host of the APCCA Secretariat is the APCCA Fund Administrator with the following responsibilities:
- (a) operation of the APCCA Fund account;
 - (b) calling for annual contributions;
 - (c) acknowledgement of receipt of contributions; and

- (d) preparation of the APCCA Fund Administrator's Report and financial statement for presentation at the Annual Conference.

32. The APCCA Fund Administrator's Report will be presented to the Governing Board and the Annual Conference. It will be audited by the current Annual Conference host and the host of the previous year's Annual Conference.

Settlement of disputes

33. Any dispute regarding the interpretation or application of this Joint Declaration will be resolved by consultations between the parties to this Joint Declaration.

Signature and acceptance

34. This Joint Declaration will come into effect between the parties signing this Joint Declaration on the date upon their signatures. Any state, territory or area who is a member of the APCCA before the coming into effect of this Joint Declaration may accept this Joint Declaration by signing a registration book deposited at the APCCA Secretariat and this Joint Declaration will come into effect for such a state, territory or area on the date upon its signature.

35. Any other state may accept this Joint Declaration by signing a registration book deposited at the APCCA Secretariat and this Joint Declaration will come into effect for such a state on the date upon its signature.

36. Any other territory or area of a sovereign state may accept this Joint Declaration on its own by signing a registration book deposited at the APCCA Secretariat and completing the procedures set out in Paragraph 5. This Joint Declaration will come into effect for such a territory or an area on the date upon its signature and the completion of the procedures set out in Paragraph 5.

37. For the avoidance of doubt, parties to this Joint Declaration are members of the APCCA.

Withdrawal

38. A party to this Joint Declaration may withdraw from this Joint Declaration and cease to be a member of the APCCA by written notice to the APCCA Secretariat at any time.

39. A party to this Joint Declaration will be deemed to have withdrawn from this Joint Declaration and ceased to be a member of the APCCA for not attending the Annual Conference for five consecutive years. The withdrawal will take effect on the date of the conclusion of the fifth consecutive Annual Conference from which the party is absent.

Amendments

40. Any party to this Joint Declaration may propose amendments to this Joint Declaration. All parties to this Joint Declaration will make every effort to reach a consensus on any proposed amendment. If all parties to this Joint Declaration do not reach a consensus on a proposed amendment, the proposed amendment will be adopted by a simple majority vote of the parties present at the Annual Conference.

41. Any acceptance of this Joint Declaration expressed on or after the coming into effect of an amendment to this Joint Declaration will be deemed to accept the Joint Declaration as amended.

Transition

42. All decisions, practices, procedures and appointments adopted or approved by the APCCA before the coming into effect of this Joint Declaration, which are not contrary to or inconsistent with the provisions of this Joint Declaration, will continue to have effect until such decisions, practices and procedures expire by their own limitation or are altered, repealed or abolished pursuant to this Joint Declaration.

This Joint Declaration does not create any legally binding obligations under international law.

In witness whereof the undersigned have signed this Joint Declaration.

Done in Bali, Indonesia on 18 October 2002, in the English Language, in a single copy which will remain deposited in the APCCA Secretariat that will transmit certified copies to all parties referred to in Paragraphs 34 to 36 of this Joint Declaration.

