
CORRECTIONS

IN ASIA AND THE PACIFIC

**Record of the Eleventh
Asian and Pacific Conference
of Correctional Administrators
Beijing September 1991**



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The major part of this report comprises a transcript of the oral report presented to the conference at the closing session. This was transcribed and circulated as a draft to the heads of all delegations with an invitation for changes and additions to be suggested. The substance of all the suggested amendments have been incorporated in this report.

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Introduction

This report is the summary of the Eleventh Conference of Asian and Pacific Correctional Administrators held in Beijing, People's Republic of China, over the period 17-21 September 1991. (Reports of the first nine conferences were prepared and published by the Australian Institute of Criminology and the report of the tenth conference was prepared and published by the Government of India.) The conference was attended by senior representatives of nineteen nations and regions in Asia and the Pacific as well as representatives of the Economic and Social Commission for Asia and the Pacific, and the Australian Institute of Criminology. (Appendix A is a full list of participants.)

After the opening ceremony, which was addressed by Mr Cai Cheng, Minister of Justice of the People's Republic of China, the participants unanimously elected Mr Yao Yunhui as Chair of the Conference and Professor Duncan Chappell as Vice Chair. Messrs David Biles and Zhang Jinsang were elected as rapporteurs for the conference. A special welcome was given to the representatives of Vietnam and the Democratic People's Republic of Korea who were attending the conference for the first time.

The conference was hosted with great skill, with great generosity, with great friendship and with great professionalism by the Ministry of Justice of the host country, and special thanks are due to Mr Jin Jian, Vice Minister of Justice who is the Chairman of the organising committee, and to Mr Xu Jingfeng the Director of the Foreign Affairs Department of the Ministry.

The significance of the conference as seen by the People's Republic of China was demonstrated by the fact that Deputy Premier, Mr Wu Xieqian, made himself available for a detailed consultation with the heads of each national delegation. In the history of the conference, this is the first time that such a high ranking government official has expressed an interest in its activities.

This report can be no more than a summary, and I must confess a very selective summary at that, as no attempt has been made to transcribe all the proceedings and, at all events, the substance of the conference is to be found in the papers on the agenda items which were prepared by most of the delegates and have been circulated to all delegates. I have read or skim read all papers and I offer my warm thanks and my sincere congratulations to those who have prepared them. The written papers are a veritable library of unique and up-to-date information about the operation of correctional systems in Asia and the Pacific. I could think of no more valuable reference than those papers for anyone interested to find out about prisons and other penal measures in this part of the world. This short report will not try to summarise those papers but will simply try to identify the main themes that emerged from the actual presentations and discussions that took place within the conference. The selection of themes will no doubt reflect my personal interests and my biases and for that I apologise in advance.

Before I focus on the discussion of the four agenda items it might be useful to speculate as to why this conference, now in its second decade, has been such an obvious success. Why is it that significant numbers of very senior correctional administrators from many different countries have continued to come to these meetings and have continued to give this conference their strong support? Since the first meeting of the conference in 1980 in Hong Kong there has been increasing support for the subsequent meetings that have been held in Bangkok, Tokyo, New Zealand, Tonga, Fiji, Korea, Malaysia, Australia, India and now the People's Republic of China. The conference has established a proud and distinguished record

of achievement and the Australian Institute of Criminology has been equally proud to provide assistance and support from the very beginning.

The idea for this conference came from informal discussions between the late Bill Clifford, then Director of the Australian Institute of Criminology, and the distinguished Tom Garner, then Head of the Hong Kong prison service, who is with us here today. We should all be grateful for their foresight and enthusiasm which has made this conference possible, but I would like to suggest that in addition one of the reasons for the success of this and previous conferences can be found in the words of the opening speech by Mr Cai Cheng, the Minister for Justice of the People's Republic of China. Towards the end of his address he said this and I quote:

We need to learn from the useful experience of other countries and we sincerely hope that participants at the conference will give us their valuable comments on our work. Our endeavour is to exchange experience and learn from each other. At this conference the Chinese participants are ready to learn, actively cooperate with their colleagues and enhance their friendship and exchange views with other participants of the conference.

We all need to learn from each other as none of us can claim to have all the answers. The challenge of trying to decide how best to prevent and correct criminal behaviour in our fellow human beings is a challenge that has faced mankind for centuries. It is also a challenge that will undoubtedly continue for centuries in the future. The fact that none of us would claim to have all the answers is one of the reasons, I believe, why this conference has been so necessary and why it has been such a huge success. All of us as Minister Cai Cheng said, need to be ready to learn from each other. As the Honourable George 'Akau'Ola from Tonga said in the opening ceremony in responding to the Minister, "We have come from many lands over great distances to share our knowledge on how to reform criminals". Sharing our knowledge is what this conference is all about.

Opening Address

Cai Cheng, Minister of Justice

The People's Republic of China

The Eleventh Asian and Pacific conference of Correctional Administrators is now held in Beijing. On behalf of the Government of the People's Republic of China and its judicial organisations, I have the honour to extend our warmest welcome to this important conference held here in China and to all representatives who have travelled so far to attend the conference.

Crime is a global issue. Governments in the world, including the Chinese Government, have adopted various measures to prevent and reduce crime. Due to political, economic, cultural, moral and customary differences, the ways and means to solve the problem of crime in various countries also differ. For the common objective of preventing and reducing crime, various countries should be encouraged to establish and develop penal judicial systems and institutional set-ups suitable to their national conditions.

China exercises its socialist penal judicial system with Chinese characteristics. As you all know, in order to prevent and reduce crime we have adopted a series of measures suitable to China's conditions which have effectively cut down criminal activities and ensured social stability, thus providing the Chinese people with a favourable living, work and study environment.

As crimes harm society, the state must punish criminals. Punishment should effectively stop and deter crime so as to maintain social stability. However, we believe that punishment is but a means and not an end in itself. The punishment inflicted on criminals in China is not retaliatory and purely punitive in nature. It is aimed at educating and reforming criminals by combining punishment with reform in order to ensure criminals, to the largest extent possible, become law-abiding citizens. Therefore, it is the basic task of the reform-through-labour institutions in China to reform criminals and this is the core of all their work. We do not merely put criminals in places under surveillance to deprive them of their freedom, but to create conditions for them to live in a collective environment, organise them to work, study and engage in various activities conducive to their mental and physical health, educate them, promote their mental changes and correct their vicious habits. With long years of practice, the reform-through-labour institutions have formed a fairly scientific and effective system and acquired useful experience which mainly include the following:

1. Always to adhere to the guideline of combining punishment with reform and the principle of combining punishment and surveillance with ideological reform; combining productive labour with political education; and as the sole objective of reform-through-labour work, reforming criminals into law-abiding citizens supporting socialist systems and useful to the socialist construction.

2. To adhere to the policy of combining punishment with leniency, practising socialist humanitarianism, respecting the dignity of prisoners, and combining strict control with education, persuasion and salvation.
3. To adhere to strict, civilised and scientific control according to law, and put criminals with crimes of different nature and different vicious habits into different prison cells, under different surveillance and different education; combining education and surveillance, and giving differential treatment and punishment and reward to prisoners strictly in light of their behaviours.
4. To provide fairly systematic and formal political, cultural and technical education and run prisons as special schools of education and reform, closely following the process of ideological reform of prisoners and providing education to each individual in light of his or her case to accelerate their ideological reform process.
5. To organise reform-through-labour scientifically by socialist modern collective production, changing their idle way of life, and helping them to become work conscious and to form work habits, acquire work skills, and enhance collective consciousness, a sense of discipline and social responsibility, so as to prepare them for their return to society after release.
6. To mobilise and rely on forces of various sectors of society to provide education and assistance from various levels, through various channels and in various forms. In this way, the reform-through-labour plays its role in the comprehensive management of public order.
7. Not to discriminate against released prisoners and to implement the policy of providing them with a "way out" by making appropriate arrangements for their study, work and employment.
8. To establish a three-tiered training network. Prisons' permanent training courses serve as the basis of the network while provincial (municipal, district) institutes for officers of reform-through-labour form its backbone, and the central institute for officers of reform-through-labour constitute its centre. To attach great importance to the training of officers and men engaging in the work of reform-through-labour and form a contingent of officers and men who are competent in law enforcing with high professional ethics and competence.

As the basic aim of reform-through-labour in China is to reform criminals, we stress the importance of the respect for dignity of prisoners in the process of their reform and guarantee their lawful rights. It is stipulated in the law of China that prisoners enjoy the right to petition of appeal and to defence, their personal dignity is inviolable, the right of their personal security and their privately owned lawful property are inviolable, and they enjoy the right of complaint, the right to file charges and other civil rights which are not restricted by law, criminal sentences or surveillance against them. The law strictly forbids insulting, maltreating or corporal punishment of prisoners. The Chinese Government also attaches great importance to living conditions and medical care of prisoners. The living and medical

expenses and expenses for their clothing and bedding are supplied by the state. The reform-through-labour institutions pay serious attention to the personal hygiene of prisoners and the hygiene of prison environment. Prisoners have regular medical checkups and receive timely medical treatment. Those who are seriously ill are sent to hospital for treatment or obtain approval of parole for medical treatment. Prisoners receive monthly pocket money. Those with good performance in productive labour are given material rewards and those with outstanding performance may have their sentences commuted or be granted parole.

The reform-through-labour institutions not only provide the prisoners with living necessities such as food, clothing and shelter, but more importantly, help them form new moral concepts, be labour conscious, and provide them with opportunities to learn productive skills. So after their release they will be independent and able to support themselves. They will be reformed from idle, law-breaking and unskilled criminals to law-abiding, work conscious and skilled persons useful to society. That is very helpful to prisoners themselves and their families, to the state and the society as a whole. This gives the most integrated and substantive expression to humanitarianism.

Facts have proved that the above-mentioned system and practice have positive significance in bringing into play the role of correctional functions of our reform-through-labour institutions and in preventing and reducing recidivism rates. For years, prisons in China have enjoyed good and stable order. The recidivism rate has been kept fairly low at 6-8 per cent of the prison population. Of course, the system is not perfect and there is room for improvement. With the continuous development of our modernisation and the implementation of reform and open policy, and the strengthening of socialist democracy and the legal system, the system of reform-through-labour is confronted with new situations and new issues which require continuous studies and tackling. At present, we are summing up experience, carrying out theoretical discussions, accelerating legislative work in light of China's own conditions so as to improve our work of reform-through-labour.

With a long history, the Asian and Pacific Region has made indelible contributions to the development of world civilisation. Under the present situation, it should play a greater role in safeguarding world peace and promoting development. China wishes to strengthen ties and cooperation with various countries in the Asian and Pacific Region to seek ways and means to reduce crime and create a stable and healthy social environment for our regional development. This session of the Asian and Pacific Conference of Correctional Administrators held in China will be helpful to the strengthening of cooperation in the field of correction between China and other countries in the Asian and Pacific region, and facilitate Chinese correctional administrators to learn from the experience and policies of other countries in correctional work.

We need to learn from the experience of other countries and we sincerely hope that participants at the conference will give us their valuable comments on our work. Our endeavour is to exchange experience and learn from each other. At this conference the Chinese participants are ready to learn, actively cooperate with their colleagues and enhance their friendship and exchange views with other participants of the conference.

I wish to extend once again our welcome to the convening of this important conference and appreciation to the participants for your presence. May the Conference achieve a complete success!



Agenda Item 1

Correctional Statistics, Research and Development

The first agenda item dealt with statistics, research and development. In discussing this item all participants presented detailed statistical descriptions of their countries in terms of population, numbers of prisoners, numbers of staff and much more. It was most significant I believe that no one, not a single delegate, tried to hide any information. Every delegate gave a large amount of information. Every speaker was frank and open. This is quite a marked change from United Nations congresses as recently as 15 or 20 years ago when it was not totally unknown for some speakers to claim that they had no crime in their countries and therefore they had no prisoners, or at least very few of them. We have made significant progress since then.

Secondly, every speaker recognised the need for adequate statistical systems to be established as a tool for correctional management. Just to describe a prison population one needs to use statistics. For example, the delegate representing the People's Republic of China pointed out that in this country prisoners are mainly young males who had relatively low levels of education and were most often convicted of theft. That is a statistical profile, and that profile, by the way, would be true of virtually every other country in the region, perhaps most other countries in the world.

Statistics were also seen as essential for identifying trends in prison populations as well as trends in other correctional populations, such as those serving probation and parole orders, and therefore it was recognised by the conference that statistics were essential to provide a basis for planning for the future. The delegate from Malaysia, for example, mentioned some trends which were causing great concern in his country relating to the increasing numbers of prisoners who are drug addicts as well as the trend towards increasing numbers of prisoners who are HIV positive or AIDS sufferers.

Also under this agenda item there was a call from the delegate from New Zealand for improved statistics that would facilitate comparisons between nations. This was supported by a number of other delegates and it was suggested that the Australian Institute of Criminology might consider restarting its quarterly series of prison statistics for Asia and the Pacific which lapsed a few years ago.

It was apparent from the contributions to the discussion on this topic that some nations, perhaps Hong Kong, Singapore, Korea and Japan, had very sophisticated statistical systems based on computers or computer networks, while others were dependent on hand calculators or even perhaps counting on one's fingers. It was therefore extremely helpful of the representative of ESCAP, the Economic and Social Council for Asia and the Pacific, to indicate that his organisation is able to assist with the computerisation of correctional systems without cost to the recipient nations. I would think that is an offer that would be hard to refuse.

Also under this agenda item some extremely interesting and important research projects were mentioned. Singapore described research being undertaken to evaluate the success or otherwise of its programs, while Thailand described its research on prison officer welfare and the relationship between drug abuse and crime. Also in Thailand, a study is being undertaken which compares the time served in prison for specific offences in a number of different

countries, and Korea described correctional research projects on open prisons and correctional treatment undertaken by the independent research body, the Korean Institute of Criminology. Australia suggested that more research was needed on recidivism, a topic that was to be mentioned a number of times later in the conference.

There was, I believe, general agreement that sound statistics and sound research are the building blocks for the development of sound correctional systems.

Agenda Item 2

Prison Education, Training and Work

The second agenda item focused on prison education, training and work. Much of the discussion of this agenda item flowed naturally from the first item which showed that many, or even most, prisoners were under-educated. In virtually every nation in the region educational opportunities are available for prisoners, particularly for illiterate prisoners, but in some countries the classes are only available in the evenings while in others the classes are provided during working hours.

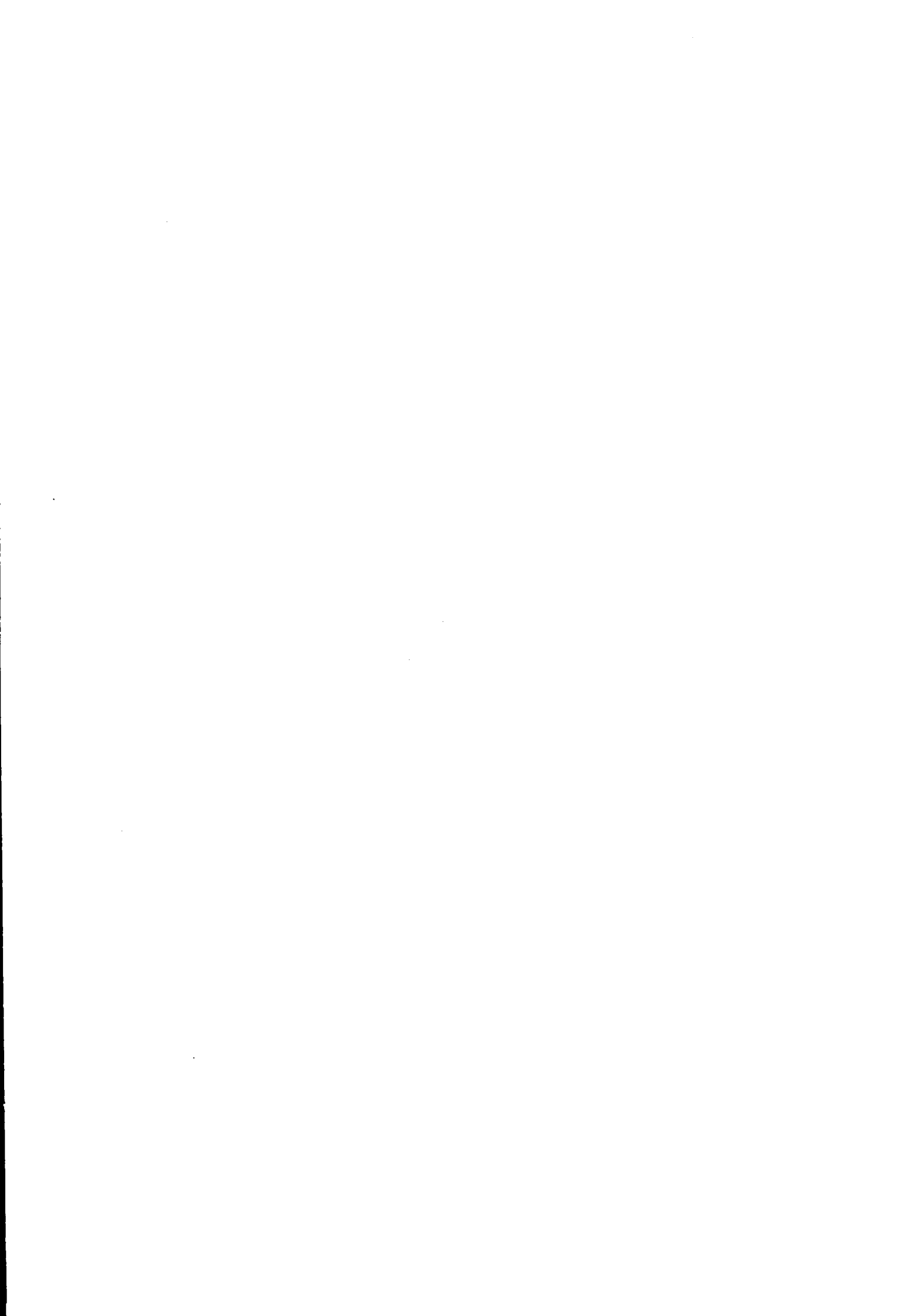
A number of speakers stressed the need for moral as well as academic education because, as they stated, ideology and attitudes are the basis for good or bad behaviour. Very detailed descriptions of comprehensive education and training programs were presented to the conference by the delegates from Korea, Hong Kong and China. In all of these cases work by prisoners was seen as an integral part of the correctional process.

The delegate from Papua New Guinea made a valuable contribution when he pointed out that improved staff training had to take priority over the training of inmates, and the delegate from Singapore described education training and work programs all as part of what he described as "dynamic security". This is an extremely interesting proposition which is based on the assumption that prisoners who are working, and are busy and involved, are unlikely to cause security problems.

Also under this item a number of delegates mentioned arrangements in their countries for prisoners to study at university level either by correspondence, by television, or sometimes by direct attendance at classes. University studies by prisoners were mentioned by number of countries including China, Hong Kong, Korea, Thailand and Tonga.

Finally under this item, many delegates described interesting recreational programs, for example arts and crafts in the Cook Islands, the prisoners' choir in Papua New Guinea, sports programs for prisoners in Vietnam and Macau and religious drama performances in Sri Lanka. Some countries, Indonesia, Australia and New Zealand for example, reported that it was difficult in those countries to provide sufficient meaningful work for the increasing numbers of prisoners. Others suggested that contract work with private business was an attractive option for prison administrators.

The discussion on work in prison as well as the discussion on the concept of dynamic security led the conference naturally into the next agenda item which was focused on discipline and grievance procedures.



Agenda Item 3

Discipline and Grievance Procedures

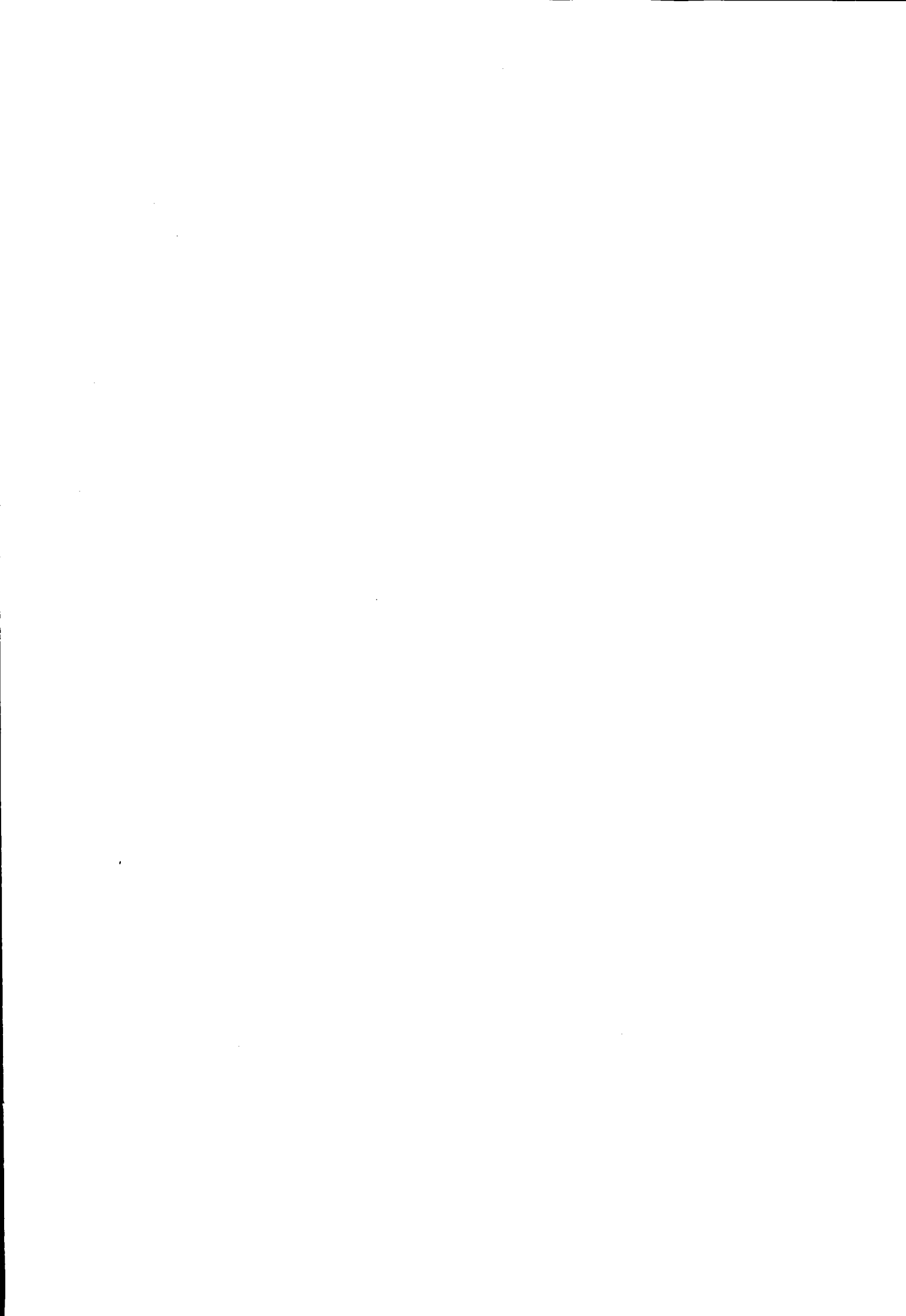
All delegates to the conference described the systems used in their own countries to reward good behaviour and to punish or discourage unacceptable behaviour among prisoners. Also delegates from all countries described the systems and procedures followed in their countries for the lodging and handling of complaints by prisoners. It seems that all systems are similar in that they have a hierarchy of rewards (such as increased privileges, better pay, remissions, early parole) as well as a hierarchy of punishments (warnings, reprimands, loss of privileges, loss of remissions, extra sentences, isolation, etc.) and there is also a hierarchy for the handling and lodging of complaints or grievances by prisoners. That latter hierarchy starts with complaints being received by prison officers, then generally goes, if necessary, to the next level of the superintendent or assistant superintendent, then to the director or commissioner, then perhaps to an Ombudsman and even in some countries, the complaints may go as far as the minister or prime minister of a country.

Despite these similarities it seems that there are some very interesting and perhaps puzzling differences between nations. In Vietnam, and also in some other countries, it was reported that additional labour or additional work may be imposed as a punishment, while in other countries, Korea for example, it was reported that suspension from work was a part of one of the punishments. In other countries where work is not available for all prisoners, work is seen as a reward for good behaviour. The delegate from China made it clear that in his country work is not seen as a punishment but as a central part of the correctional process. There is certainly no consistency in our understanding on the role of work in prison and there is certainly room for further close discussion on that topic.

It is also interesting to note that, except for the delegate from the Cook Islands, no one mentioned reduction of diet as a punishment, and I am quite sure in such a friendly and supportive environment as the Cook Islands reduction of diet as a punishment would be used only very rarely. This suggests that the punishment that was very common a few years ago, often referred to as bread and water, may have almost become a thing of the past.

The delegate from India mentioned that in his country the use of open air prisons, without any barricades on surveillance, had gone a long way to reduce indiscipline and grievances among prisoners.

Finally, a very interesting contribution to the discussion of this item was made by the delegate from New Zealand who suggested that management or structural issues need to be considered in any discussion of prison discipline. He described the contract employment of general managers of prisons. As part of their contract, general managers have been required to reduce the numbers of disciplinary actions, and he described a training program for improving social relations of staff (sometimes facetiously referred to as the "charm school") which had helped officers in the handling of difficult inmates. He also mentioned that unit management had recently been introduced into New Zealand and that this system seemed, at this stage, to have reduced misbehaviour.



Agenda Item 4

Prison and the Community

The final topic on the agenda was prison and the community and discussion of this item was very wide-ranging and covered a large number of diverse sub-topics. The various methods used to keep prisoners in touch with their families (by visits, letters and sometimes by telephone) were described by the delegates of each country, but many other types of contact were also described. The delegate from the Democratic People's Republic of Korea, for example, mentioned that prisons supply some goods for the community and therefore are really part of the community, and the delegates from China described the program whereby models of successfully reformed prisoners are invited back to prison to talk to other inmates. That is certainly a very interesting innovation. And the delegate from Sri Lanka described his country's attempt to bring the community into the prison and the prison into the community through the cooperation of such organisations as Lions Clubs. Other countries such as Malaysia, Thailand, Korea, India and Japan described how official visitors, including representatives of religious organisations, helped to reduce the isolation and loneliness experienced by prisoners. Linking with the previous topics several delegates mentioned the use of work release as a mechanism for ensuring that contacts between prison and the community are maintained.

Delegates from a number of countries expressed the view that the subject of prisons and the community was of fundamental importance as it could incorporate the discussion of the previous agenda items, but, more importantly, it required a consideration of the purposes of sentencing and the expectations of the public in relation to the criminal justice system. It was also recognised that the detailed arrangements made in each country to separate offenders from the law-abiding community were a reflection of the underlying philosophy that was being pursued.

Finally under this agenda item and also in the discussion of the previous item there was considerable exchange of views on the role of the media in either helping, or more often hindering, the complex and demanding work of correctional administration. It was suggested that this topic should be discussed more fully at a later conference.



Suggested Agenda Items for Future Conferences

At this point for the sake of the record I would like to record the proposed topics for future conferences that emerged from this conference and also from the sub committee meeting which was held in Koala Lumper in July 1990. From this conference and from an examination of my notes I could identify five topics that were mentioned for possible future conferences. These are:

1. Dealing with drug addicts in prison
2. HIV/AIDS in prison
3. The role of private industry in prison
4. The media and correctional administration
5. Crime prevention as a part of integrated criminal justice systems.

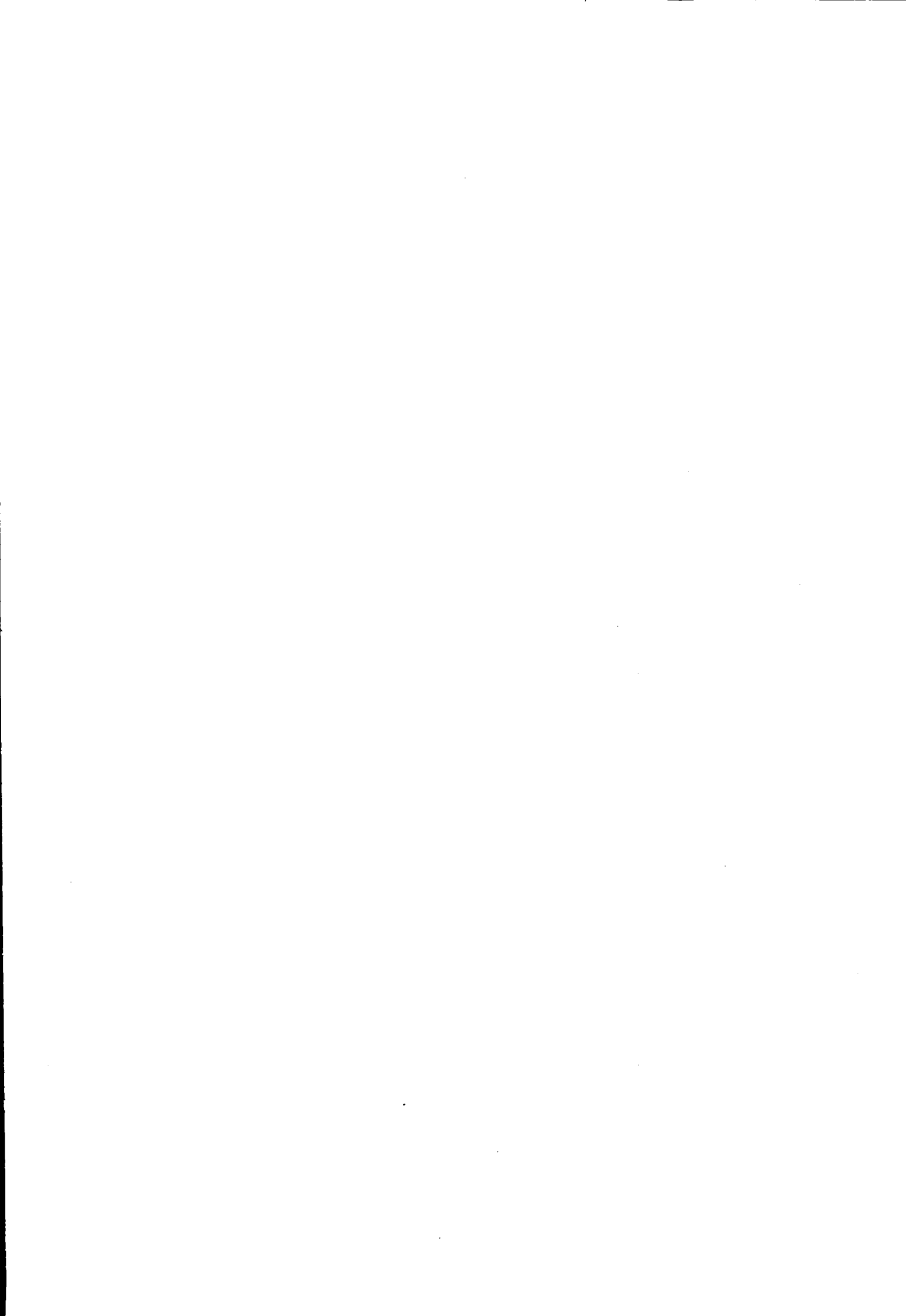
From the sub-committee meeting in Koala Lumper three possible agenda items were mentioned. These were:

1. The international transfer of prisoners
2. Deaths in custody
3. International cooperating in staff training

Conclusions from the Discussion

This conference I believe, like all good conferences, has provided some answers to some of the relevant questions that have been discussed, but it has also raised as many new questions and those new questions remain unanswered. It has been one more step along the difficult path towards improved and enlightened correctional administration in Asia and the Pacific. Many other steps will surely follow. Apart from exchanging knowledge and experience, this conference has also provided us with an opportunity to renew old friendships and to establish new ones. Those friendships I believe have become very strong over the past decade and have made it much easier for nations in the region to enter into cooperative arrangements with each other to help, for example, with staff training in the region. Friendships between senior officials also in different nations play an important part in the maintenance of world peace.

This short report has only mentioned a few aspects of the conference that actually occurred in the meeting room. Outside the meeting room we all learned a great deal from our visit to the Beijing Prison and we were also given a glimpse of Chinese history from our visit to the Great Wall. The extremely generous hospitality of our hosts has not only taught us to appreciate Chinese cuisine, it also provided us with many opportunities to talk in a more informal and relaxed manner. We will all leave Beijing with a sense of loss at leaving our friends, but we will all leave richer and deeper in our understanding of our mission as correctional administrators in this region.



Statement by Chinese Rapporteur

Mr Biles wrote this report during a very short time. He must have put in a lot of effort. Basically, his report reflects both the common points and different points in the speeches made by the delegates from all the participating countries, which makes a significant contribution to the complete success of this conference. Mr Biles consulted with me in drafting the report. We had indeed a very good cooperation. As one of the two rapporteurs, I think this report is basically good enough. However, due to inadequate time, there may be some omission. Therefore, I wish the participants of the conference can make comments and additional remarks on the report so as to make it more accurate and perfect.

Zhang Jinsang



Conference Business

After thanking the two rapporteurs for their work the conference considered two items of general business. The first was a proposal for the establishment of a permanent secretariat together with a more formal structure for the conference. This proposal was discussed in interventions made by the delegates from Malaysia, Singapore, Korea, Papua-New Guinea, Hong Kong and Vietnam, all of whom expressed their clear opposition. These speakers argued there was a consensus to continue with the present informal arrangement and with the continuing support of the Australian Institute of Criminology. They also expressed concern about the costs that would be incurred by a permanent secretariat. At the conclusion of this discussion the Chairman, Mr Yao Yunhui said that it was clear that the conditions were not right for the establishment of a permanent secretariat at this time.

The second item of general business was the naming of a host country for the next conference. The Chairman invited any delegate to offer to be the next host, but there was no immediate response. He then suggested that all delegates keep in touch after the conference in order to facilitate a decision on this matter.

A further item of general business was a proposal for a newsletter on correctional issues in Asia and the Pacific. This was proposed by the delegate from Korea, who also suggested that Mr T.G. Garner (Hong Kong) might accept the position of editor. Mr Garner indicated that he would be happy to work with Korea on the matter. The proposal was unanimously accepted by the conference.

The conference was then formally brought to a close with a short ceremony in which Mr Jin Jian, Vice Minister, Ministry of Justice, lit the symbolic lamp, presented to the conference by the Government of India in New Delhi in 1989, and made a short address.



Appendix A

List of Delegates

Australia	<p>Duncan Chappell Director Australian Institute of Criminology</p> <p>David Biles Deputy Director Australian Institute of Criminology</p> <p>Roderic Underwood (observer) Acting Dean School of Community and Language Studies Edith Cowan University Western Australia</p> <p>Robert Hogan Executive Officer Department of Corrective Services New South Wales Government</p>
Canada	<p>Brendan Reynolds (observer) Assistant Commissioner Correctional Services</p>
Cook Islands	<p>Joseph Herman Director of Corrective Services</p>
Hong Kong	<p>P.L. Wing-lee Assistant Commissioner (Personnel) Correctional Services Department</p> <p>Cheng Chi-leung Senior Superintendent (Adult Offenders) Correctional Services Department</p> <p>Cheung Ming-ling Superintendent (Pik Uk Correctional Institution) Correctional Services Department</p>

Yung Kwok-leung
Chief Officer (Staff Officer to Commissioner)

T.G. Garner
Co-founder APCCA

India

G.S. Prabhakar
Inspector General (Prisons)
Andhra Pradesh

Indonesia

Baharuddi Lopa
Director General of Corrections

Abdul Wahab
Chief, Sub Directorate
for the Treatment of Remandees

Japan

Ichiro Sakai
Director of the General Affairs Division
Correction Bureau

Akio Ohmori
Classification Coordinator Attached to the Medical Care Classification
Division
Correction Bureau

Korea, DPR

Chang Tae Ung
Acting Director
Department of Correction-through-labour

Chang Myong Sik
Researcher
Foreign Ministry

Sin Gwang Yun
Specialist
Department of Correction-through-labour

Li Gi Bom
First Secretary
Embassy of DPRK in China

Korea, Republic of

Yu Soon-Seok
Director General
Correction Bureau

Jeong Dong-Jin
Deputy Director
Correction Division
Correction Bureau

Zeon Coo-Ho
Correctional Supervisor
Youngdungpo Detention House

Macau

Antonio Esperto Ganhao
Subdirector of the Justice Affairs Department

Joao Antonio Pires
Director of the Cloane's Prison

Malaysia

Datuk Mohd Yassin Bin Hi Jaafar
Director General of Prisons
Prisons Department

Raja Ghazali bin Raja Ngah Ali
Director of Security
Prisons Department

New Zealand

M.P. Smith
Deputy Director for Justice & Group Manager Corrections
Department of Justice

Papua New Guinea

Henry Tokam QPM
Commissioner of the Correctional Services

John Tara
Chief Superintendent, Gaol Commander

Dominic Tomar
Commissioner's Executive Officer

Singapore

Tee Tua Ba
Director, Prisons

Teo Tze Fang
Rehabilitation Officer 1

Sri Lanka

H.G. Dharmadasa
Commissioner of Prisons
Prison Headquarters

Thailand	Prasert Mekmanee Deputy Director - General
	Nathee Chitsawang Director, Staff Training Centre
	Kobkiat Kasivivat Penologist
Tonga	'Akau'Ola Minister of Police and Prisons
	Semisi Tapueluelu Acting Superintendent of Prison
Vietnam	To Quyen Director of the Correctional Services
	Trinh Van Nhu Director of the Correctional Institute
	Ho Xuan Son Second Secretary Embassy of Vietnam in China
Economic and Social Commission for Asia and the Pacific	Ko Akatsuka Regional Advisor on Crime Prevention and Criminal Justice
China	Xu Jingfeng Director Department of Foreign Affairs Ministry of Justice
	Lan Quanpu Director Department of Laws and Regulations Ministry of Justice
	Zhang Yaocheng Deputy Director Department of Foreign Affairs Ministry of Justice

Yun Yupu
Deputy Director
Department of Planning and Finance
Ministry of Justice

Wang Zhaoxin
Deputy Director
Department of Administrative Logistics
Ministry of Justice

Zhou Qiang
Division Chief
Department of Laws and Regulations
Ministry of Justice

Wang Lixian
Division Chief
Department of Foreign Affairs
Ministry of Justice

Tu Zhixuan
Division Chief
Bureau of Reform through labour
Ministry of Justice

Hu Yiding
Division Chief
Bureau of Reform through labour
Ministry of Justice

Li Heping
Deputy Division Chief
Department of Foreign Affairs
Ministry of Justice

Guo Jianan
Research Division Chief
Research Institute of Crime Prevention and Reform through labour

Yao Yunhui
Director
Bureau of Reform through labour
Ministry of Justice

Wang Mingdi
Deputy Director
Bureau of Reform through labour
Ministry of Justice

Zhang Jinsang
Chief
Research Office
Bureau of Reform through labour
Ministry of Justice

Du Zhongxing
Chief
Division of Prison Administration
Bureau of Reform through labour
Ministry of Justice

Liu Guoyu
Chief
Division of Education and Reform
Bureau of Reform through labour
Ministry of Justice

Zhu Hongde
Deputy Director
Institute of Crime Prevention
and Reform through labour
Ministry of Justice

Cao Zhenxin
Vice President
Central College for Administrative Cadres of Labour through reform
and re-education through labour

Zhang Xuming
Director
Beijing Bureau of Reform through labour

Xue Wenpu
Deputy Director
Beijing Bureau of Reform through labour

Wang Lu
Director
Tianjing Bureau of Reform through labour

Jia Tinfu
Deputy Director
Bureau of Reform through labour
Hebei Province

Li Xuesui
Deputy Warden
No. 2 Prison, Hebei province

Wang Shejie
Deputy Director
Bureau of Reform through labour
Shanxi Province

Shu Jinglin
Director
Bureau of Reform through labour
Inner Mongolia autonomous Region

Zhao Guanwen
Deputy Director
Bureau of Reform through labour
Liaoning Province

Shun Jingying
Deputy Director
Bureau of Reform through labour
Jilin Province

Yang Chunhua
Director
Bureau of Reform through labour
Heilongjiang Province

Wang Fei
Director
Shanghai Bureau of Reform through labour

Mai Linhua
Warden
Shanghai Prison

Dong Zhengsan
Director
Bureau of Reform through labour
Jiangsu Province

Tong Jianxin
Warden
No. 1 Prison, Jiangsu Province

Jia Guanliang
Deputy Director
Bureau of Reform through labour
Zhejiang Province

Pan Dazu
Warden
No. 7 Prison, Zhejiang Province

Hu Zhiyi
Director
Bureau of Reform through labour
Anhui Province

Yang Musong
Deputy Director
Bureau of Reform through labour
Fujian Province

Qian Shixun
Director
Bureau of Reform through labour
Jiangxi Province

Zhang Guoxin
Deputy Director
Bureau of Reform through labour
Shandong Province

Li Yuzu
Warden
No. 1 Prison, Shandong Province

Zhu Decheng
Deputy Director
Bureau of Reform through labour
Hubei Province

Song Hongyu
Deputy Director
Bureau of Reform through labour
Hunan Province

Lu Kaishen
Director
Bureau of Reform through labour
Hainan Province

Li Zhenhai
Deputy Director
Bureau of Reform through labour
Guangdong Province

Lu Shanzi
Director
Juvenile Reformatory
Guangdong Province

Ai Zhuhua
Deputy Director
Bureau of Reform through labour
Guangxi Autonomous Region

Li Zishan
Deputy Director
Bureau of Reform through labour
Sichuan Province

Shen Wenxiang
Deputy Director
Bureau of Reform through labour
Yunnan Province

Niu Qingping
Deputy Division Chief
Bureau of Reform through labour
Yunnan Province

Zang Yongchang
Director
Bureau of Reform through labour
Guizhou Province

Luosang Gelie
Deputy Director
Bureau of Reform through labour
Tibet Autonomous Region

Feng Maorong
Deputy Director
Bureau of Reform through labour
Shanxi Province

Chen Yougui
Director
Bureau of Reform through labour
Gansu Province

Qin Fuying
Deputy Director
Bureau of Reform through labour
Qinghai Province

Ma Jinyu
Deputy Director
Bureau of Reform through labour
Ningxia Autonomous Region

Wang Yongji
Director
Bureau of Reform through labour
Xinjiang Autonomous Region

Zhang Xuejing
Deputy Director
Bureau of Reform through labour
Xinjiang Autonomous Region

Zhao Fushou
Deputy Director
Bureau of Reform through labour
Henan Province

Appendix B

Eleventh Asian and Pacific Conference of Correctional Administrators

Discussion Guide for Agenda Topics

David Biles*

This guide aims to provide some assistance in the preparation of papers addressing the four agenda items that were selected in the final session of the Tenth Conference in New Delhi.

For some of the earlier conferences it was common for national statements, or delegates' papers, to start with a brief descriptive statement giving the basic facts about the correctional system of each country. It is suggested that on this occasion this factual information could be incorporated into the paper covering the first agenda item.

1. Statistics, Research and Development

Consideration of this agenda item might conveniently be divided into two related sub-topics or questions:

- a. what statistics are currently being compiled and what research, if any, is currently being undertaken? and
- b. what statistics and research (over and above what is currently being pursued) would be useful for the improvement of the correctional system?

Under the first sub-topic, it would be useful to list the basic facts about the system, for example, number of prisons, types of non-custodial options, number of prisoners (received and daily average), number of persons serving non-custodial orders, numbers of staff). Under this sub-topic it would be appropriate to provide details of any research that is, or has been, undertaken. Perhaps some programs are being evaluated, or detailed descriptions of different types of offenders have been compiled from a census or from special studies. Details of such studies would be of interest.

The second sub-topic can be seen as an invitation to delegates to outline the types of statistics and research that might be useful in the future. For example, without being overly ambitious or relying on sophisticated computers, it might be thought worthwhile to analyse the basic facts (age, gender, most serious offence, sentence imposed, etc) of all persons entering the system (both custodial and non-custodial) over a period of years in order to provide a sound basis of the planning of future needs for facilities and staff. Comparisons between different states or regions may also reveal differences in sentencing practices which would be of interest both to correctional administration and to judges.

More ambitiously, perhaps an annual census of all prisoners, and all persons serving correctional orders in the community, might be thought useful. Perhaps detailed studies could be

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undertaken to identify the factors that are associated with recidivism (defined as either return to prison or repeated crime) so that correctional programs can be designed specifically to address those factors. Finally, perhaps every correctional program should be subjected to constant evaluation in order to ensure that money and effort are not being wasted.

2. Prison Education, Training and Work

The selection of this agenda item was the result of amalgamating separate proposals for the inclusion of items dealing with prison education and prison industries. The combined agenda item therefore provides an opportunity for papers to reveal any linkages between the education of prisoners, the trade or industrial training of prisoners, and the work of the prisoners that may be found in a correctional system. Perhaps, for example, in some systems the improvement of prisoner literacy may lead to the learning of trade skills which are used in a prison workshop.

Whether or not such linkages can be shown, under the sub-heading of education it is suggested that a brief statement of the courses or classes offered and the number of participants is the first requirement. Also, it would be of interest to provide details of the instructors or teachers: are they full-time or part-time? are they volunteers? are they part of the prison system or school system? are educated prisoners used as instructors? Also it may be useful to provide some facts about the organisation of education: is time for education provided during working hours? are books and other study materials provided? can prisoners sit for normal examinations? are there special courses for particular categories of offenders such as drink-drivers? If any prisoner/students have pursued higher studies, such as university courses, these facts should be included.

The subject of training is obviously linked with education, but the primary focus here should be on the acquisition by prisoners of skills that are relevant to industries or agriculture either in the prisons or in the wider community. Details of types of training and numbers of participants should be given. It would also be of interest to know if the training provided in prisons is similar to that offered in the outside community and whether or not accreditation gained in prison is recognised in the normal community.

A description of the work undertaken by prisoners should include details of the numbers engaged in each industry or type of agriculture as well as the numbers who are occupied in the provision of services, such as cooking and cleaning, within the prisons. Wage scales and other incentives for good work performance, such as remissions or work quotas, should be described. The arrangements made for the sale or distribution of the products of prison labour should also be described, including whether or not private industry is involved.

Under this broad agenda item it would also be appropriate if papers included details of other relevant activities within the prisons such as prisoner involvement with sports, music, arts and crafts and other programs which could be described as providing social training or constructive recreation.

3. Discipline and Grievance Procedures

This item divides into two distinct sub-topics both of which incorporate a sequence or hierarchy of procedures. The maintenance of discipline in prisons is one aspect of sound prison management, but there is probably less demand for formal disciplinary procedures if prisoners are well fed and are occupied with constructive work and leisure pursuits. However, as prisoners have failed to conform to the demands of life in the wider community some level of misbehaviour may be expected. An outline of the disciplinary procedures that are available in each correctional system should include details of the type of matters that may be dealt with by different levels of staff up to the officer in charge of a prison, as well as details of the matters that may be dealt with by a visiting magistrate, or matters which require the prisoner to be taken to an outside court. The penalties that may be imposed at each level of authority should also be given, as well as

information on how disciplinary hearings are conducted and whether or not there is any right of appeal. It may be convenient to present this information in a form of a chart rather than with a more traditional description.

Grievance procedures, or responding to complaints by prisoners, will no doubt be found to be more or less formalised in different correctional systems. Where they are formalised there will probably be some form of hierarchy which, for example, requires a prisoner to lodge his or her complaint with the superintendent or officer in charge of the prison before being permitted to seek the intervention of an outside authority such as an Ombudsman or visiting magistrate. It will probably be the case that the higher the authority that handles the grievance, the greater the power to order that the matter be resolved. As with disciplinary procedures, it may be preferable to present this information in the form of a chart.

Correctional systems that use informal procedures, such as counselling or mediation, for either disciplinary or grievance matters, or for both, may describe these procedures in the papers. Also it would be relevant to include any observations on the styles of prison management that have been found to reduce the need for disciplinary action or grievance settlement.

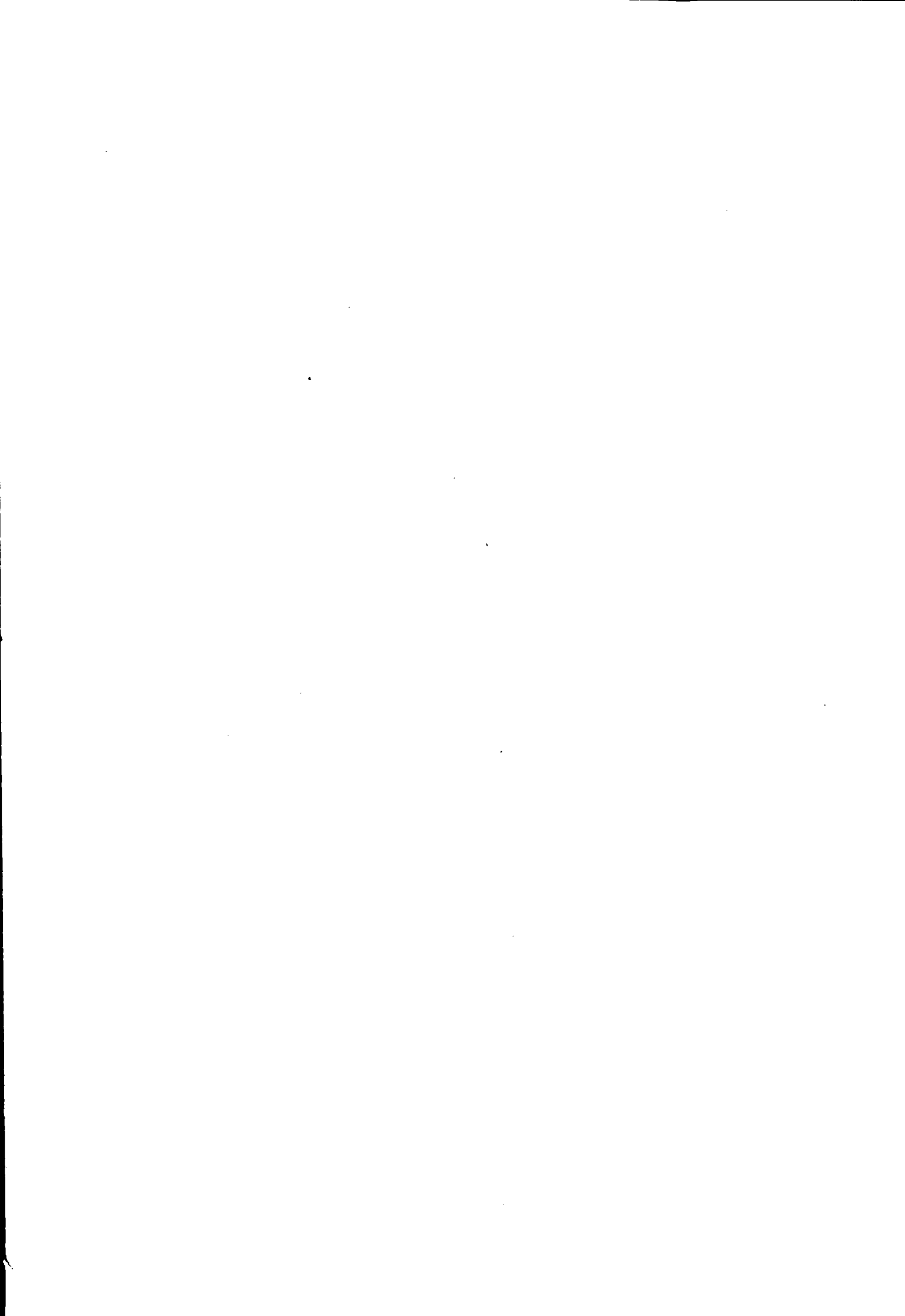
4. Prison and the Community

It is axiomatic that prisons are a part of the community and yet they are frequently thought of as quite separate from it. All prisoners have come from the community and virtually all will return to the community within a specified time. Prisons are given the task of preparing the prisoners for return to the community, but this becomes extremely difficult, if not impossible, if the prison world and its values are in conflict with the values of the community. This agenda item is intended to provide an opportunity to explore ways in which these problems may be overcome, or at least kept to a minimum.

It is suggested that an outline be given of the many ways in which prisoners are encouraged to keep in touch with relatives and friends (letters, visits, and perhaps telephone calls) as well as any arrangements that are made for community groups to come into prison for different purposes. These may include religious groups, volunteer workers, official visitors, sporting organisations, or persons who assist with education and training programs. Particular attention could be given to organisations like prisoners aid and after-care societies and organisations addressing alcohol and drug problems.

A further aspect of this topic is the arrangements that are made to ensure that prisoners do not become increasingly isolated from news of events in their local communities or in the wider world. In this regard it would be of interest to know if prisoners have access to newspapers, radio and television, and, if so, under what conditions. (A related issue is the way that the mass media presents information about prisons to the public, but this topic was considered in a recent conference and is therefore not seen as relevant here.)

Also under this agenda item, attention should be drawn to any administrative or judicial arrangements which allow prisoners to spend some proportion of their time in the community. These arrangements might include work release, weekend leave, periodic detention, parole and various other pre-release or early release procedures. These arrangements may help to overcome the reluctance of some sections of the general community to accept the return of former prisoners, even if they are able to make a useful contribution. It would be of interest to know the approximate numbers of persons involved in any schemes of this type and the criteria for selection in these schemes.



Appendix C

National Participation in Asian and Pacific Conference of Correctional Administrators, 1980-1991

	1980 Hong Kong	1981 Bangk	1982 Tokyo	1983 NZ	1984 Tonga	1985 Fiji	1986 Korea	1987 M'sia	1988 Aust	1989 India	1991 China
AUSTRALIA	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
BANGLADESH										✓	
BRUNEI						✓	✓	✓	✓	✓	
CANADA	✓	✓					✓				✓
CHINA										✓	✓
COOK ISLANDS				✓	✓	✓		✓		✓	✓
FUJI		✓	✓	✓	✓	✓	✓				
HONG KONG	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
INDIA		✓	✓		✓	✓	✓	✓	✓	✓	✓
INDONESIA	✓			✓	✓	✓	✓	✓	✓	✓	✓
JAPAN	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
KIRIBATI					✓	✓	✓	✓	✓		
KOREA, D.P.R.											✓
KOREA, REP.				✓	✓	✓	✓	✓	✓	✓	✓
MACAU	✓		✓	✓	✓	✓	✓		✓	✓	✓
MALAYSIA	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
NEPAL										✓	
NEW ZEALAND		✓	✓	✓	✓	✓	✓	✓	✓		✓
PAKISTAN										✓	
PAPUA NEW GUINEA	✓		✓	✓		✓		✓	✓		✓
PHILIPPINES	✓	✓	✓				✓		✓	✓	
SINGAPORE	✓	✓	✓	✓	✓		✓	✓	✓		✓
SOLOMON ISLANDS				✓				✓	✓		
SRI LANKA	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓
THAILAND	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
TONGA	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓
VIETNAM											✓
WESTERN SAMOA	✓			✓	✓						
TOTAL	14	12	14	17	17	16	18	17	18	17	19