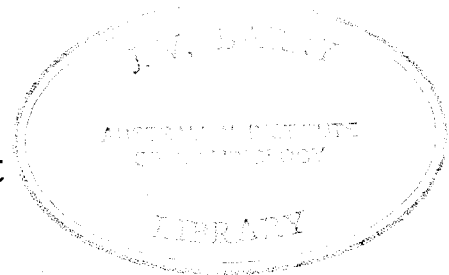


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**Australia and Papua New Guinea:
A Comparison of Correctional Systems**

Summary Report



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Acknowledgments

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Executive Summary

Introduction

This report is presented as a summary of the main report entitled 'Australia and Papua New Guinea: A Comparison of Correctional Systems'. In Australia the study project was conducted through field work in New South Wales, Victoria, Queensland, Western Australia, South Australia and the Northern Territory. When discussing the correctional programs in Australian States and Territories, I bear in mind that Australia is composed of six federated States and two Territories. In comparison, Papua New Guinea has a unitary Government with one Correctional System. The same research methods used in Australia to collect materials for this paper were used in Papua New Guinea by conducting fieldwork to the four major Provinces in the country. The final document will be released when the study project report is finalised on the comparison of the Australian and Papua New Guinean Correctional Systems. The study project document is divided into seven parts in the following subject areas:

- Correctional Legislation
- Prison Security
- Prison Industries and Programs
- Non-Custodial Correctional Programs
- Correctional Statistics and Inmates Classification
- Prison Infrastructure Development
- Major Recommendations.

The whole report in detail when finally documented will be read logically in the activities indicated above. The Australian correctional development programs on the whole have been given priority by each State and Territory Governments. These governments have realised the importance of new approaches initiated by the prison authorities in the training and development of prisoners, to return as rehabilitated members of society. The Australian States and Territories have moved away from the colonial methods of incarceration.

In Papua New Guinea the Correctional Services was established by the Menzies Australian Government in the Territory in 1957, and the function of prison administration was and is still now the Central Government's responsibility. The colonial period saw the foreign-born institution concept, which was in many ways, reluctantly accepted by the indigenous people who committed crime against the introduced laws in the colony. Therefore, many

Papua New Guineans have no choice but to adopt the converted penal system for the sake of a civilised administration. From 1957 until 1975 the penal system remained colonial. When Papua New Guinea obtained Independence from Australia fast localisation took place in the management of the prison service in the country.

Since Independence the penal system has become dispirited and stagnant. Criticism must be levelled at the self-proclaimed senior officers sitting in the echelon chairs for years after Independence, who have claimed to be 'men of all trades' in all miscellaneous professions. When psychologically assessing their own capability for more professionally trained positions they [one] will find that they badly lack the ability or know how to interpret coherent dynamic policies for the country's penal system. Many of these officers were educated to grade 9 and 10 levels of education and no professional advancement qualifications were obtained during their career to enable them to intellectually apply managerial abilities for more professionally elite tasks in the department. Therefore, there has been no coherent direction from the self-proclaimed senior officers in the executive positions to plan for the immediate or future needs of the correctional services since Independence. Lack of professional advice from these self-proclaimed senior officers to the central government was the result of not much attention being given by the successive central governments in office to correctional services. The purpose in the development of the penal system is to provide meaningful training programs for the disadvantaged prison population in Papua New Guinea.

Scenario of Australian Correctional Services Legislation

It is only in the last two decades in Australia, that all State and Territory Governments have come to realise the importance of penal systems. Historically, Australia was a former penal colony of England. The original penal legislation was brought into Australia with the convicts.

The constitutional framework of the Australian Federated Government, back-dated to the early days of European settlement allowed for the creation of different autonomous prison systems, one for each State and Territory. To implement the innovative approaches of the modern prison reform concepts and programs in the correctional institutions, new legislation has been or is required in the enforcement of these correctional programs.

The various correctional legislation that has been passed is now in force in each State and Territory is shown below. The review of the penal system legislation in Australia has been a routine task of the various parliaments and

amendments have been made to the legislation in relation to the modern innovations in the work of corrections and with the changes that are taking place in the world. Briefly listed below are various Australian State and Territory correctional services legislation in force in the administration of their penal systems.

New South Wales Correctional Legislation

The New South Wales Department of Corrective Services formerly was known as the 'Department of Prison Service'. When the Department changed its name to 'Corrective Services', it was with the vision to implement the innovations of detainee rehabilitation programs. Therefore, the new *Prisons (Amendment) Act 1988* was legislated by the New South Wales State Parliament to implement the modern concepts of prisoner reform.

The State of New South Wales has legislated and amended a number of laws in the State Parliament to administer the work of corrections in the State since the Parliament was established. Following are the Corrective Services Acts and other legislation that the State Parliament passed for the Department to exercise and to administer the gaols in the State:

- *Prisons Act 1952*
- *Prisons (Medical Tests) Amendment Act 1990*
- *Prisons (Contract Management) Amendment Act 1990*
- *Probation and Parole Act 1983*
- *Prisoners (Interstate Transfer) Act 1982*
- *Prisons (Amendment) Act 1988*
- *Prisons (Amendment) Act 1966, s 29 (1)*
- *Prisons (Serious Offenders Review Board) Amendment Act 1989.*

The Department of Corrective Services also observes other Acts:

- *Justices Act 1902*
- *Industrial Arbitration Act 1940*
- *Census (Amendment) Act 1946*
- *Bail Act 1978*
- *Public Service (Amendment) Act 1980.*

Amendments to the Acts are made from time to time by the New South Wales State Parliament to repeal or add certain Clauses.

Victorian Correctional Services Legislation

The penal system in the State of Victoria was formerly under the administrative responsibility of the Department of Welfare and Community Services. The Prison Division was known as the Division of 'Corrective Services' to execute the task of keeping the prisoners in custody. The Office of Corrections as it is now called in the State of Victoria is now under a new Act responsible for all the Acts under its jurisdiction for the management of the prison system.

The Office of Corrections administers its own Acts as well as observing other Acts of the Victorian State Parliament and these are listed below:

- *Corrections Act 1986*
- *Corrections (Remission) Act 1988*
- *Penalties and Sentences Act 1985*
- *Crimes (Amendment) Act 1987*
- *Prisoners (Interstate Transfer) Act 1983*
- *Parole Orders (Transfer) Act 1983*
- *Mental Health Act 1986*
- *Intellectually Disabled Persons' Services Act 1986.*

Queensland Correctional Legislation

Originally, when introduced, the prison system in the State operated under two departments, the Queensland Prison Service and the Probation and Parole Services. The the prison service was administered and managed under the *Prisons Act 1958*.

The Prison Service and the Probation and Parole Services were amalgamated in a single Commission effective from 1 January 1989. The new Queensland Corrective Services Commission operating under the following Acts has demanded a total change from the traditional attitude to incarceration:

- *Prisons Act 1958*
- *Corrective Services (Administration) Act 1988*
- *Corrective Services Act Amendment Act 1990*
- *Prisoners (Interstate Transfer) Act 1982.*

Apart from the above Acts, the Corrective Services Commission also observes other Acts such as the Commonwealth Act on the treatment of prisoners. The Queensland State Parliament from time to time makes

amendments to the Acts to provide for modern innovations in the prison system.

Western Australian Correctional Legislation

The Western Australian Prison Service was established by the *Prisons Act 1981*. The Department of Correctional Services also observes other inter-related Acts of the State in the administration of the work of corrections. The Department of Corrective Services in Western Australia was administratively established on 3 April 1987, under Section 21 of the *Public Service Act*. The Department administers and operates under the following Acts:

- *Community Corrections Centres Act 1988*
- *Fremantle Prison Site Act 1902*
- *Offenders Probation and Parole Act 1963*
- *Parole Orders (Transfer Act) 1984*
- *Prisons Act 1981*
- *Prisoners (Interstate Transfer) Act 1983*
- *Prisoners (Release for Deportation) Act 1989.*

South Australian Correctional Legislation

The South Australian State Parliament enacts its own Prison Services or Corrective Services Acts and other legislation in the management and administration of the correctional system for the State.

The South Australian Department of Correctional Services is given the legal authority in the management and administration of the State prison system under the *Correctional Services Act 1982*. The Acts from which the South Australian Department of Correctional Services derives its administrative management functions are stated below:

- *Correctional Services Act 1982*
- *Criminal Law (Sentencing) Act 1988*
- *Statutes, Amendment and Repeal (Sentencing) Act 1988*
- *Bail Act 1985*
- *Prisoners (Interstate Transfer) Act 1982.*

Other related Acts from which the Correctional Services also derives responsibilities and powers are:

- *Government Management and Employment Act 1985*
- *Industrial Conciliation and Arbitration Act 1972*

- *Equal Opportunity Act 1974*
- *Workers Rehabilitation and Compensation Act 1986*
- *Audit Act 1921.*

Tasmanian Correctional Legislation

In the State of Tasmania the functions of the Corrective Services Division formerly came under the Department of Law. Ten years ago the Corrective Services Division was transferred and amalgamated with the new Department, 'the Custodial and Community-Based Corrective Services', for both adults and juveniles (Tasmania Department of Community Service - *Annual Report 1987/88*). The Acts giving legitimate authority to the administration of the Prison system in the State of Tasmania are given below:

- *Young Persons' and Women's Detention Act 1906*
- *Kilderry Farm Gaol (Land Reservation) Act 1937*
- *Probation of Offenders Act 1973*
- *Prisoner (Interstate Transfer) Act 1982.*

Northern Territory Correctional Legislation

The Northern Territory Parliament has legislated its own *Correctional Services Act* and other associated legislation in the management and administration of the Territory's prison system.

The Department of Correctional Services in the Territory once was a Division of the Department of Health and Community Services. On 3rd September 1981, the Division obtained Departmental status.

The Northern Territory Department of Correctional Services is directly bound by the under-mentioned legislation in the administration of the Organisation in the Territory:

- *Prisons (Correctional Services) Act 1980*
- *Parole of Prisoners Act 1979*
- *Criminal Law (Conditional Release of Offenders) Amendment Act 1987*
- *Juvenile Justice Act 1983*
- *Prisoners (Interstate Transfer) Act 1983*
- *Parole Orders (Transfer) Act 1981.*

Other Acts which the Department has to assimilate in the management of the Prison Service in the Territory are as follows:

- *Crimes Act 1914* (Commonwealth)
- *Transfer of Prisoners Act 1983* (Commonwealth)
- *Migration Act 1958* (Commonwealth)
- *Mental Health Act 1980* (Northern Territory)
- *Criminal Code Amendment Act 1991* (Northern Territory).

The Northern Territory *Prisons (Correctional Services) Act 1980* has been in operation since 1981, and has provided the legal basis for the management of the Territory's penal system. As indicated, the above Acts govern the activities of the prisoners and custodial officers particularly responsible for the care and control of offenders in the prisons. These Acts also bind the Secretary of the Northern Territory Department of Correctional Services to manage the prison system in its legal framework.

The *Parole of Prisoners Act 1979* establishes the Parole Board of the Northern Territory and provides the legal framework for the parole scheme. The Parole eligibility dates are set by the courts as part of sentencing whereby the offenders can be released from prison on parole at the discretion of the Parole Board. The inmates who apply to be considered for release on parole are those who have met the criteria and firmly believe that they will be released by the Parole Board.

Australian Capital Territory Correctional Legislation

The Australian Capital Territory Government legislated its own laws to administer offenders placed on Probation and Parole by the courts in the Nation's Capital. As indicated above, all inmates from the Nation's Capital are sent to serve their terms of imprisonment in the State of New South Wales prisons.

The ACT *Parole Act 1976* - the authority for parole - allows the judges and the magistrates to set a date at which an offender may be granted conditional release on parole in the Nation's Capital.

The *Parole (Amendment) Act 1988* permits recognition for prisoners held in New South Wales prisons to be entitled to a remission calculation for release into the community. Once released, these offenders are supervised in the community by the probation and parole officers in the ACT.

Scenario of Papua New Guinea Correctional Legislation

In contrast with the Australian States and Territories Correctional Services legislation, the Papua New Guinea Correctional Services Act was introduced

into the country in 1950s by the Menzies Government. The prison service then was administered under the legislation indicated below by the Australian colonial administration in the Territory.

The prison system in Papua New Guinea, when initially established was known as the 'Papua and New Guinea Corrective Institution Branch'. The first corrective services legislation was enacted under the Australian colonial government, by the Territory's Legislative Council and was Gazetted on 12 December 1957. Acts relevant to the administration of the prison system are:

- *Corrective Service Ordinance 1957, No. 67*
- *Correctional Services Act 1983.*

A point of interest about the Papua New Guinea Correctional Services is its place in the Public Service since its inception in 1957. The correctional service was established in 1957 to replace the government stations - *kalabus* (pidgin word for government camps detaining inmates) - of the Australian District Administration. Since self-government in 1973, the prison service has not had a permanent niche in any department. It was a Division of the Justice Department but with a separate Minister. In 1959, the corrective services was established as a part of the Department of Native Affairs. It then came under the Department of Law in 1973 and in 1974, the Department of Interior took over, and in the same year, changed its name to the Department of Social Development and Home Affairs. Early in 1975, the Service was transferred to the Chief Minister's Department. In February 1976, it was transferred back to the Justice Department (formerly Department of Law). Finally, in 1985, it obtained Departmental status in the Papua New Guinea Public Service.

Australian Prison Security

In every prison institution in Australia, as well as in the World, security is the first priority before other programs being introduced for the management and administration of prisoners in the gaol environment. Security is maintained in every gaol in the States and Territories to prevent detainees from escaping whilst under lawful custody. Some of the reasons to prioritise security are to keep dangerous criminals away from the community, to provide a peaceful environment for detainees and prison officers to live and work, and a humane environment appropriate to the inmates security to be supervised in the institutions and in the community. To monitor the security of the movements of prisoners in the gaols in most of the Australian States and Territories, modern technology security devices have been introduced in some of the old and in the majority of new prisons.

In the State of Victoria at the oldest prison, Pentridge, with brick walls 18 feet high, modern technology security monitoring devices have been introduced to carry out the surveillance of the prison. TV cameras and screens, seismic sensors and sand track cable wires and micro-wave beams have been laid on the no-man's land inside the gaol environment to assist the physical manpower in monitoring the security of the prison. The only prisons in the State in which little security has been placed are those holding minimum security rated prisoners. These are mainly those inmates who have been classified as low security and sent for incarceration in the prison farm gaols in the State. For the security of the inmates placed in the minimum and open prison farm camps, security is largely being placed on *personal trust*. There are no 18 foot high fences or walls, in the minimum open prison farm camps, as one would find in the maximum and medium security gaols.

Victoria, Queensland, South Australia and Western Australia are the States using the above indicated modern technology security monitoring devices in their maximum and medium security prisons. In the Northern Territory, Darwin prison, as visited, has TV cameras and screens for monitoring the movements of inmates and electronic doors inside the gaol. Other security monitoring devices such as seismic sensors, sand track and micro-wave beams defence lines were not visible.

New South Wales is the only State in Australia yet to install any of the modern security monitoring devices in some of their gaols. But they have plans to install modern security monitoring devices when building new gaols.

The old idea of gun towers in some gaol systems in Australia has been disbanded by some States and Territories. The only jurisdictions still manning gun towers are: New South Wales, Victoria, Queensland and Western Australia. South Australia and the Northern Territory have done away with the idea of having gun towers in their gaols. Some jurisdictions are now using guard dogs to assist in security patrols around the prison perimeter, drug sniffing, escort duties and during riots in the prisons. In the modern prisons patrols around the prison perimeter are carried out with armed personnel in a vehicle on a twenty-four hour basis instead of surveillance from gun towers.

Another area of security improvement is the Intelligence Unit. New South Wales, Victoria, Queensland and Western Australia have established an Intelligence Unit in their respective jurisdictions. The Intelligence Units have communications links to the Head Office and also to the State's Intelligence Service. These Intelligence Units collect and log information on

prisoners' criminal behaviour, on staff members and other associated important information for the management of the gaols in the States.

Another resource that all jurisdictions in Australia have established to combat emergency situations is 'Emergency Response Unit Squads'. The following jurisdictions have established such squads to respond to emergency situations: New South Wales, Victoria, Queensland, Western Australia and South Australia. In Western Australia the Emergency Response Unit Squad mans all security in the metropolitan gaols. In other jurisdictions these squads assist in general duties and only respond in time of riots or other disturbances in the gaols. These specially trained prison officers are responsible for riots in prisons, hostage situations, bomb threats, testing and approving certain security devices and they work closely with all Australian Police Forces.

All Australian jurisdictions operate within the guide-lines set down in their respective manuals for their gaols. Every plan of action for each type of emergency situation is clearly stipulated in the operating manual for the officers.

Papua New Guinea Prison Security

In Papua New Guinea correctional institutions security also is the first priority of the prison administrators in all the gaols in the country. The gaols' security fences were and are built of cyclone wire fences to a height of six to eight feet. Security is normally provided in these gaols by physical manpower on a twenty-four hour basis. The general duty officers also assist in the security of the gaol daily, because most of them work from 7.45 am to 4.00 pm from Mondays to Fridays, and reside in the gaol to provide extra manpower.

A few gaols in the country are still manning the prison perimeter with gun towers such as Bomana, Baisu, Keravat and Buimo major gaols. Other smaller gaols may or may not have such facilities available.

Papua New Guinea is yet to import the concept of modern technology security monitoring devices into the prison system. Therefore, modern technology equipment such as TV cameras and screens, seismic sensors, sand track cable wires and micro wave beams are not available in any of the gaols in Papua New Guinea. All security of the gaols in the country is provided by physical manpower for custodial surveillance and emergency duties in the gaols.

When discussing aspects of security in the Papua New Guinea prison system, one has to bear in mind that the country adopted the prison system of New South Wales during the colonial administration. If the State of New South Wales adopts modern technology in security equipment, Papua New Guinea will probably be keen to have such systems installed in its prisons following advice received from New South Wales officers on secondment to the Correctional Services in Papua New Guinea.

Other security units, like intelligence units, in the gaols in the country are unheard of in the Department of Correctional Services context. The Emergency Detachment Unit in the country was formed within the Band Unit of the Department in the last two decades or so. The Band Unit has been disbanded now and therefore there is no Emergency Unit in existence to respond to riots in the gaols. Such riot situations are now handled by the general duty prison officers in all the gaols in the country.

Australian Prison Industries and Programs

Consideration is given when discussing prison industries and programs in the six federated States and two Territories to industries and programs for the inmates to make their time useful in gaol. The prison industries and programs undertaken vary from jurisdiction to jurisdiction in Australia. Manufacturing industries, horticulture and prison training programs are similar in each State and Territory.

From my understanding of what I discovered from the field work trip to each State and Territory, there are several reasons for the establishment of industries and programs. However, two reasons stand-out that are fundamental to the concept for establishing prison industries and programs in the gaols. First and foremost is the reason to provide some trade skills in the education and training of inmates to make their time useful and to better rehabilitate them into the community and to assist in obtaining employment on release in the trade learnt in the prison. The second reason is for the prison to be more efficient by using the prison labour to produce for themselves and therefore to cut prison costs. In New South Wales, Victoria, Queensland, Western Australia and South Australia, the prison industries and programs are competing with outside markets or companies with the products manufactured in these gaols.

Other reasons are to provide adequate work opportunities for prisoners under sentences in these jurisdictions. During my field trips I have seen the detainees engaged in a number of prison industries and programs and group them in the following activities:

- manufacturing,
- horticulture, farming and gardening,
- cleaning, cooking, maintenance, and
- full or part-time pursuit of education and training.

In New South Wales the State Government issued a policy statement in 1989 to improve the industries and programs to make sure every prisoner in the system be given the opportunity for training whilst serving their gaol sentences. Furthermore, it seeks to maximise self-sufficiency and to provide a commercially-based range of work positions in the manufacturing and horticultural industries. The final product of establishing these industries and programs is to ensure that prisoners are provided with meaningful and commercially oriented work with expectations for post-release employment opportunities.

Most maximum and medium security gaols in New South Wales provide opportunities in manufacturing industries such as metal products, plastics and timber products. In the open prison camps, farm produce such as vegetables, beef, dairy produce, poultry and butcher shops enable them to become self-sufficient for their consumption in the prisons.

Those offenders placed in community work programs have to abide by an agreement to work on community projects as approved by the Community Boards. On the whole the establishment of prison industries and programs develops work among inmates and vocational skills complementary to the educational and training programs. They also develop a work ethic and basic skills conducive to enhancing post-release employment opportunities as a basis of re-entry to the community. The implementation of the New South Wales Government's policy involves an ambitious expansion of prisoner work positions together with the commercialisation of operations of the prison industries. In economic terms the prison industries contribute to operational costs by reducing the cost of imprisonment and by reducing public funding of corrections to keep inmates in gaol. Cleaning, cooking and maintenance tasks provides a large number of work positions in New South Wales prisons.

The prison industries and programs, including the marketing of prison products in the State of Victoria is the work of the Victorian Prison Industries Commission. The inmates in the State's gaols are employed in a number of prison industries and programs. The manufacturing industries in Victorian gaols are: tailoring, vehicle number plates, metal products and timber products which are sold by the Commission for the prison organisation. In the minimum security or open prison camps the inmates are

involved in market gardening, nursery and reafforestation activities, learning to drive and other programs including attending alcohol and drug rehabilitation programs.

In Queensland the prison industries and programs centre on manufacturing and horticultural programs. Indications from gaols visited were that most manufacturing industries are established inside the prison walls. The inmates are selected (selections of inmates will be discussed later in the main report on correctional statistics) by the prison authority to work in manufacturing industries such as garment cutting and tailoring, metal, timber, and bakery products. In the farm gaols, programs are available in beef and dairy herd production, poultry, market garden vegetables and some small scale industries are carried out. At Barallion private prison the prison labour will be used particularly for the manufacturing industries.

Western Australia, as in the other States mentioned earlier, practises manufacturing and horticulture for the purpose of engaging the inmates in productive work. As indicated above manufacturing industries and programs provide the basis for prisoner employment and training. The prison industries in Western Australia compete with outside companies for supply of products. The gaols' manufacturing industries are in metal products, garments, tailoring and timber goods. The programs provided in these industries are trade training such as apprenticeships in carpentry and joinery, metal work, welding, garment cutting and tailoring.

In the minimum security open prison camps, the gaol authorities provide programs in motor mechanics, farming methods, catering and butchery to obtain trade certificates from the Technical and Further Education (TAFE). Detainees are engaged in the gaol programs to participate meaningfully in education, training and development of their personal skills. These will enable them to find employment within the trade that they have obtained whilst serving their terms of imprisonment.

Australian Payment of Prisoner Wages

Prisoners wages in the different jurisdictions vary. Pay rates are related to certain incentives used by the prison authorities salary payments scheme. In New South Wales the prisoner's wage system is made within the confines of the existing budget allocation and inmates are remunerated for actual hours worked. The principal feature of the prisoner wage system is the conversion of the existing weekly rate structure for work to an hourly rate. This structure gives a rate of \$7 to \$14 per week.

Prisoners' wages in Victoria provide payment for the work they do in the gaols. Those inmates engaged in the prison industries and programs are paid a higher salary than those inmates not willing to work or do anything in the gaol. The inmates are paid too on the quality of their products (what I call detainees incentives) and the skills they provide in making the products. In South Australia, Western Australia, Queensland and the Northern Territory similar detainee wage systems have been developed.

Northern Territory prisoners have the lowest pay ranging from 40 cents to 80 cents a day. The highest paid prisoners are those inmates employed by private sector companies outside the prison in industries not established and manage by the prison authorities (for example, on work release programs at Silver Water and Long Bay gaols in New South Wales). These inmates go out to work and return to the gaols in the afternoons daily. Furthermore, in some jurisdictions pay scales are based upon the level of skills, regardless of the type of work. Another variation can be seen in the State of Tasmania where the prisoners in their first six months are paid at a lower rate than those who have served more than six months. Also an amenities allowance is paid in Queensland, but there seems to be no similar provision in other Australian jurisdictions (Biles 1991).

TAFE colleges have established offices in all jurisdictions to conduct literacy and numeracy classes, computer classes, coordination of distance education, assisting inmates doing full and part-time classes in the tertiary institutions or colleges in the respective jurisdictions. TAFE college officers coordinate classes in art work for Aboriginal inmates, apprenticeship courses for the inmates in some jurisdictions and assist the inmates in obtaining TAFE logo certificates when they have completed these trade courses successfully and not a prison department logo. It is better to have a TAFE college logo rather than a corrective services logo because of the stigma attached to people who have been in gaol.

Papua New Guinea Prison Industries and Programs

In Papua New Guinea the prison industries and programs had a wide range of work programs varying from gaol to gaol when it initially was established in the country. Some gaols have a range of industry workshops, for example, carpentry and joinery, welding, electrical, motor mechanic, brick work, particularly in the central and major gaols in the country. Horticulture was and is widely practised by the twenty-two gaols in the country, and also animal husbandry (pig, beef cattle, poultry). Food production in these gaols in market garden vegetables is practised because of the abundant land mass the gaols occupy in the country. Other prison industries and programs that

are available to the inmates include general cleaning up, grass cutting, construction of self-help buildings with either bush or permanent materials.

The brief discussion here reflects the situation of prison system when the country gained Independence in 1975. All the prison industries and programs intended for these purposes started to fall apart as these industries found themselves to have no place in the prison system in Papua New Guinea. At present the system of training and rehabilitating detainees is only a window dressing exercise to the public. In reality, no specific training and rehabilitation policy has been developed as yet to fulfil the concept of the service (a detailed discussion is in the main report on the section for prison industries and programs for Papua New Guinea).

The Australian prison officers maintaining the gaol industries left with all their trade expertise to manage these industries and program elsewhere. These industries and programs in Papua New Guinea were left to national officers who had no knowledge of managing these industries or coordinating educational program for the inmates. During my field work to the four major gaols in Papua New Guinea hardly any industries were found to be in operation. The buildings were sitting idle and some good machinery rusting away.

The trade program that these industries provided in carpentry, welding, electrical, motor mechanic, brick making and laying are now nonexistent. In horticulture, small scale vegetable gardening is being carried on together with a handful of beef herd grazing in the paddocks without a qualified animal husbandry officer. Piggery yards without pigs are remaining idle and run down. The trade courses which used to be provided as vocational training in the gaols are rarely available today in Papua New Guinea.

Today prisoners' sentences for incarceration are usually a period of idleness as skill programs deteriorated which means that the inmates are much less capable of sustaining themselves in society when released, than when they first went in the gaol. The majority of inmates are sentenced to time with hard labour by the various courts in Papua New Guinea. It is the responsibility of the prison service to provide work to keep the detainees at hard labour. However, today there are no worthwhile prison industries or programs offered to detainees.

The original prison industries and program were in line with the Papua New Guinea Government policy of self-reliance as far as possible towards making the correctional institutions economically self-sufficient especially in food

production. This policy has never been practised and fulfilled by the Papua New Guinea corrective services since Independence.

Papua New Guinea Payment of Prisoner Wages

In Papua New Guinea prisoners sentenced to imprisonment during the colonial era were paid a salary for their labour in the gaols. The concept of payment of salary ceased in 1972 when the country was approaching Self-Government. Thereafter no salary was paid to the inmates in Papua New Guinea gaols and the decision to pay a salary to inmates was rescinded by the Papua New Guinea Government and this still stands today.

The prison authorities are yet to develop workable strategies to revive the once productive industries and programs for the inmates. When these strategies have been accepted it will benefit the inmates and the organisation and also be a cost saving measure rather than relying on the Central Government's annual budget allocation to the prisons. All inmates in Papua New Guinea gaols today are engaging in cleaning, cooking, maintenance, including odd jobs around the gaols (grass cutting). Horticulture is not practised on a large scale as it used to be but on a small shifting cultivation method for vegetable production for consumption in the gaols.

Most prisons in the country have the infrastructure to provide the prison industries and programs to the inmates but the sad part of it is, who is going to provide such program for the inmates. At the time of writing this paper, correctional administrators still lack the knowledge and foresight to evaluate and develop coherent policies in the development of the prison industries and programs in Papua New Guinea gaols. This area is discussed in more detail in the main study report.

In Papua New Guinea the gaols' educational programs are now unheard of activities for the development of inmates. A few years ago a minority of inmates were encouraged by the gaol authority to pursue distance education through the Papua New Guinea College of External Studies educational programs. The distant education courses were funded by the Department of Education. From my field work in Papua New Guinea I learnt that the program was disbanded because of misappropriation of the distance education funds. As claimed by many prison officers, the funds were being misused by certain prison authorities in some gaols in the country. It is not like in Australia, where prison authorities give high priority to the development of prison industries and programs for the training of inmates to obtain some skills before leaving the gaols.

Australian Non-Custodial Correctional Programs

In all jurisdictions in Australia the Probation and Parole Service is one of the functions of the prison organisation. All jurisdictions have probation, parole and community corrections officers for policing the non-custodial correctional programs. Victoria is the only State in Australia which does not have any offender placed on probation as it has abolished the program, however, the parole scheme is still in operation. This function has now come under the umbrella of the Division of Community Corrections Office under the Office of Corrections.

As discussed earlier, the probation, parole and community work Acts in New South Wales, Queensland, Western Australia, South Australia, Tasmania and the Northern Territory permit the corrections officers in their respective jurisdictions to supervise the offenders placed in the community. In Victoria, the parole and community corrections officers carry out the task of supervising offenders released by the Parole Board on parole conditions to the community. The community corrections officers in South Australia supervise all offenders placed under the non-custodial correctional programs in the community.

The officers performing the task of probation, parole and community corrections in all Australian jurisdictions are plain clothed corrections officers in the department. Their work duty statement is stipulated in the Acts to deal with the offenders ordered to serve their gaol terms in the community by various judicial authorities or released from gaols to serve the rest of their gaol terms in the community under strict rules and curfews. These officers work with the offenders in the community and the officers have no dealings with the custodial inmates in the prisons, unless these inmates are released to be placed under their supervision in the community.

The non-custodial correctional programs entrusted to the probation, parole and community corrections officers varies in the various jurisdictions. All prison systems are using various methods or procedures to release prisoners by shortening their time in custody. These systems include: probation, parole, remission, home detention, although not all of these options are practised and available in all jurisdictions.

All jurisdictions have parole systems but the systems are not uniform. Parole release is a conditional release to be supervised under strict rules and curfews by the parole officers in the community.

Parole release in New South Wales is under the *Sentencing Act 1989*. An Offenders Review Board considers the release on parole of offenders sentenced to terms of imprisonment of more than three years. Minimum term sentences are not considered by the Board unless additional terms of sentences are added to the minimum term to take the total over three years.

In Victoria an inmate's release on parole is at the discretion of the Adult Parole Board. Prisoners do not have to apply in Victoria to the Board for release on parole and all decisions made by the Board are final. There is no provision for detainees to lodge an appeal against the decision of the Adult Parole Board.

Parole granting in Queensland is normally recommended by the courts and the offenders are eligible to apply for parole when they have served half of their gaol sentences. Those inmates sentenced to natural life are not considered for parole until they have completed thirteen to fifteen years of gaol.

In Western Australia when the court sentences a person to serve gaol terms it may order an offender to be eligible for parole. When the parole order is made the normal calculation is one-third of the total sentence. In South Australia the non-parole is set by the court when the period of sentence is not less than twelve months. The South Australian Parole Board does not grant or refuse parole to individual offenders. It has the authority to set the terms and conditions for release on parole or cancellation of a parole order when the offender has breached the conditions. For the Tasmanian parole system, the prisoners are eligible to apply at any time during their sentences but are not released before six months or half of their full sentence has been served. The Parole Board has the power to grant special parole at an earlier time but this is very rarely granted to inmates detained in the State's two gaols (Tasmania Department Community Service - *Annual Report 1989-90*).

In the Northern Territory a sentencing court must order a parole period for the offender when sentencing a fixed non-parole period on any sentence of twelve months or more. The court may fix such a period for a sentence of less than twelve months. The parole system in the Australian Capital Territory allows judges and magistrates to set a date at which an offender may be granted conditional release on parole. Offenders released on parole in the ACT must be prepared to accept supervision, receive treatment programs or have residence requirements placed upon them.

Home detention is another non-custodial program contemplated by some jurisdictions. Home detention is a measure currently practised and available

in Queensland, Western Australia and South Australia. In Queensland home detention is granted by the Regional Community Boards for eligible inmates within four months of parole or for those who have completed one-third of their sentences. Fine defaulters can apply for transfer to home detention at any time. Offenders placed on home detention in the State are supervised by the community corrections officers. They are also monitored automatically by a randomly programmed answering home telephone linked to the corrections supervisory office. In New South Wales and Western Australia home detention also applies as a conditional bail to unconvicted persons as well as to convicted inmates serving their terms in their authorised residences. To be eligible for home detention in Western Australia the offenders have to meet similar criteria as used by Queensland. The inmates are released at the discretion of the Executive Director of the Department of Corrective Services. When these inmates are released they are supervised by the community corrections officers in the community.

The South Australian Act provides for the administrative release of prisoners on home detention. Inmates considered for home detention are non-violent offenders serving sentences of one to twelve months. The Executive Director of the Department of Correctional Services has the absolute discretion to release offenders on home detention to be supervised by the community corrections officers. Conditionally, these offenders are required to submit to random electric telephone surveillance under strict rules and curfews. Home detention is available too in the Northern Territory but the magistrates determine the options and those offenders placed under the scheme are supervised by the probation, parole and community corrections officers within Darwin and the surrounding town areas accessible by road.

Another non-custodial correctional scheme is the community work order program. The community work order program is imposed on fine defaulters and those convicted of trivial crimes. As observed during the field work visits to Victoria, South Australia, Western Australia, Queensland and the Northern Territory, the scheme has permitted offenders to remain in their usual occupations by serving their time by performing unpaid community work. These offenders have to work a set number of unpaid hours per week in the community to complete their gaol terms. Some of the projects which offenders are placed on in the community work order are: maintaining old peoples' homes, maintaining kindergarten schools, maintaining public bus platform seats, National Parks, services to charity organisations such as Saint Vincent de Paul, the Salvation Army and St John Ambulance.

A recently adopted prison program being tried out in all jurisdictions is the concept of 'Unit Management'. New South Wales was the first State to adopt

the concept at Bathurst Gaol in the late 1960s. The concept has now been adopted by all other prison authorities. The Unit Management concept is an American-style of prison management which seeks, on the one hand, to improve the outlook of the inmates by giving them greater self-discipline, self-reliance, self-respect and more respect for society and its laws. On the other hand, the concept is to make prison officers interact with the inmates continuously and to understand their problems which then assist them in making correct decisions on the prisoners, because prison life is very rigid, very routine and very monotonous.

In New South Wales the Unit Management concept has progressed well in the industrial prison programs. The Office of Corrections in Victoria is carrying out a pilot project on the concept at Barwon gaol and other gaols in the State. Also the community corrections centres are applying the concept of Unit Management with the offenders placed under their supervision in the community. The concept is widely accepted by the prison authorities in Queensland, Western Australia, South Australia, Tasmania and the Northern Territory. The ACT corrective services does not have a Unit Management concept because all its sentenced inmates are sent to the New South Wales prisons.

Papua New Guinea Non-Custodial Correctional Programs

In regards to the non-custodial correctional programs in Papua New Guinea, I am not very impressed to discuss this subject having seen the systems operated by all Australian jurisdictions. There is no non-custodial correctional program or scheme in Papua New Guinea available to the Department of Correctional Services. This is because the Probation and Parole Service Act enacted in 1976 is administered by the Department of Justice and the Department of Correctional Services has nothing to do with the Probation and Parole office in Papua New Guinea.

In Papua New Guinea the Department of Correctional Services has sole responsibility to detain persons who carry judicial sentences and also unconvicted inmates in custody in the gaols. The Department does not exercise any other responsibilities in the context of non-custodial correctional programs. The parole and release on licence schemes are also administered by the Justice Department. The Minister for Justice has the power to release inmates on licence from the gaols with some conditions or even none at all. For inmates in Papua New Guinea gaols to be given release on parole is rare. Even though the Act is valid, no inmate so far has been released on parole since 1976 when the Act was passed for such a scheme to operate in the country. There is no Parole Board in the Department of Justice or even a

statutory organisation. Thus it is hard for inmates to be considered for release on parole conditions in Papua New Guinea.

Papua New Guinea has a *Community Work Order Act* which was passed in 1978 and no action has been taken to implement the scheme. In order to keep people out of prison, to make the prison more effective, and to bolster local control of behaviour, community work orders where appropriate should be used. However, nothing has been done. The story of parole not being implemented in the Papua New Guinea corrections system is incredible and the same applies for community work orders. The community work order concept is ideal to put the offender to do some unpaid work in the local community instead of spending time in the gaols.

It would not be difficult to administer a community work order scheme in Papua New Guinea's major cities and towns the same as that in Australia. In Papua New Guinea, if informal customary control is implemented under the *Probation Act 1976*, it would greatly strengthen the village courts if they could put people to work as punishment or as a means of providing restitution. The scheme seems to me to fit very well in the traditional scene better than in Australia or even in other Western countries. It could really provide great value in local communities where such community work programs would take root in Papua New Guinea's correctional system.

In my major report I have highlighted the reasons for the Probation and Parole Service in Papua New Guinea to be amalgamated with the prison organisation. In this way the organisation could formulate policies under the existing Act to implement the non-custodial correctional programs in the country. By engaging the resource of community and parole offices, the courts in the country would not need excessive reliance on fines and gaol sentences as is practised today. In Papua New Guinea gaols, the most costly sentencing tool, generally regarded as the least effective deterrent, must be reserved as a last resort and only for the most serious offenders who pose a danger to the public.

Australian Correctional Statistics and Inmate Classification

Statistics recorded in Australia as well as in other countries in the World are for crimes actually reported. In the context of correctional services in Australia, statistics available are those received for incarceration. A uniform classification system of all Australian jurisdictions has been endorsed by the Correctional Ministers Conference for the classification of inmates received into the gaols. I have noted that in all jurisdictions when classifying inmates, rehabilitation and security are not on an equal priority. Gaol authorities are

adamant to see the detainee classification system take security as first priority by the detainee classification committee. The classification of inmates in all States and Territories for education and training is considered as second priority. The systems used in collecting correctional statistics in all Australian jurisdictions varies accordingly.

In the major report, the tables of offences are produced for all jurisdictions in Australia, to show the types of crimes, sexes and age groups and length of sentences imposed by the courts on the types of offences.

In New South Wales the Department of Corrective Services has established a Central Prisoner Classification Division at Long Bay Prison Complex. The correctional statistical division classified all inmates sentenced to a term of imprisonment in all 32 gaols in the State. The Central Division classification Committee classified inmates into security rating categories such as A1, A2, B, C1, C2, C3, or E1, E2 and E3. When classifying inmates the central committee considers bed availability in gaols, security ratings and rehabilitation. Classification is conducted to assist in the education and training programs of the inmate in the gaol. The central prisoner classification division collects all relevant statistics for the State and tabulates them for publication.

In Victoria, correctional statistics are collected by the Prisoner Classification Committee, which holds classification meetings each Monday. For long-term inmates the classification committee makes visits to all the gaols in the State once a year to carry out interviews to classify these inmates into required security or rehabilitation ratings. The classification, assessment and collecting of statistics for the State's prisons provides comprehensive information on offenders. It gives a greater level of accountability and professionalism, and acts as a guide for correctional staff in determining the most appropriate levels of supervision required for offenders.

In Queensland the collection of prison statistics and classification of inmates is done by the respective gaols state-wide. Then the classification and prison statistics are sent to the Corrective Services Commission Headquarters. The statistical information provided on the inmates is coded for circulation and publication. In Western Australia the corrective service authorities continuously up-date the prison statistics for the assessment of inmates for appropriate placement. The Prisoner Classification Committee considers security as a first priority and rehabilitation (education and training programs) as a second priority.

In South Australia prisoner statistics are analysed at Yatala Labour Prison complex. It is noted that 95 per cent of the State's inmates are classified at Yatala and the other 5 per cent are classified in other gaols in the State. In Tasmania the classification of inmates is carried out when the inmates are received into the gaols in the State. Inmates particulars are taken with all other classification information then these statistical reports are sent to Headquarters for tabulation and publication.

In the Northern Territory, Darwin prison authority and each gaol away from Darwin collects statistical information on inmates at reception. The gaol assessment is done continuously to place the inmates on the various educational and training courses available in the Territory. All information on the detainees assessment and placement, even those on community work orders, are sent to Headquarters for final checking and publication of the prison statistics.

Apart from the collection of statistics and the classification of inmates for security and educational training programs by all Australian Correctional Systems, other organisations in the criminal justice area also cater for information on crime and prison populations. The Australian Institute of Criminology conducts an annual prison census for all Australian State and Territory gaols and publishes it annually. Detailed discussion on correctional statistics and inmate classification is contained in the main report.

Papua New Guinea Correctional Statistics and Inmate Classification

In Papua New Guinea there is no uniform coordination of crime statistics by various criminal justice agencies. Therefore, the prison organisation in the country has developed a format for all its gaols reception and discharge sections to record detainees particulars. Detainee classifications particularly in the security rating of inmates is carried out. Classification rating for rehabilitation - education and training is not taken into much consideration because there are no prison industries and programs to warrant such classification level. Each gaol in the country works out the statistics and classification of the inmates, then sends this information to Headquarters for final checking and tabulation. They are then sent to the National Statistical Office for compilation and for publication.

Criminal and justice agencies in Papua New Guinea have not made any improvement on the uniform statistical collection methods recommended by various law and order reports made available in this area. John Walker, in his report on the correctional services statistics and other criminal justice

agencies emphasised the importance of uniform collection of crime statistics in Papua New Guinea (Walker 1986). The problems of coordination and classification of statistics in the Papua New Guinea Correctional Services are fully discussed in the main report of this study.

Australian Prison Infrastructure Development

In most Australian jurisdictions in the 1980s to 1990s, the prison infrastructure was given considerable priority by most State and Territory governments. Nearly all Australian jurisdictions opted to build new European style architectural buildings rather than the old British model buildings.

To cater for modern innovations and prison philosophy, new prison facilities are required to enforce these new prison concept programs. In New South Wales some improvement has taken place in the old main gaols like Long Bay, Parramatta and many others to develop a modern outlook. In addition the prison organisation is building new prisons which are more flexible and useful. Victoria has also up-graded the traditional prison facilities at Pentridge with new building being built in the gaol to given a new prison outlook. The Barwon gaol in the Geelong Region is a good example of modern prison infrastructure. In Queensland the same concept is under scrutiny where new prisons, such as the Sir David Longland, old Moreton, Rockhampton and Lotus Glen, are modern concept buildings with cyclone or grille fencing wires. These types of prison infrastructure are to enhance prison innovations taking place in the States' penal system.

Western Australia saw this decade as a period of change in prison infrastructure. For example, the Casuarina prison is a modern, unique prison in the Southern Hemisphere built by the State Government. As a result of this move new modern prisons are being built and old colonial prisons are closing down. Fremantle is a good example, as one of the oldest prisons built by the convicts in the 1850s it will be closed down and converted into a museum. All inmates will be transferred to the newly built modern prisons in the State. The same applies in South Australian prisons, where the old Adelaide colonial prison was closed down in the 1980s. The facilities at Yatala Labour Prison too have been upgraded to house the inmates in equivalent facilities as the modern buildings.

Darwin, Alice Springs, Beatrice Hill and other smaller gaol infrastructures in the Northern Territory have been built on new concepts totally away from the traditional British model. These gaols fences are built with cyclone wire as walls around the prison perimeter. Tasmania also has adopted the new

prison concept to establish new programs and up-grade old prison infrastructure to be in line with modern concepts of prison infrastructure.

One thing for certain is, in all the Australian jurisdictions, the various governments are rejecting the colonial model of prison buildings and are moving away from such architectural buildings. The prison authorities are supported in their rejection of the old buildings by the State governments which support the building of new prisons. In the main report the types of infrastructure of each jurisdiction is discussed to give some idea of the main reasons in turning away from the colonial model.

Papua New Guinea Prison Infrastructure Development

In Papua New Guinea when the correctional system was introduced by the Australian colonial administration, the prisons were built with bush materials with barb wire fences around the prison perimeter in the 1960s in the rural out-posts and towns in the country. Many of the gaols in the country were built during the colonial era and these gaols remain colonial and are still in use today. Even after Independence in 1975, some new gaols were built initially with bush materials and barb wire and they are highly vulnerable to catch fire accidentally or may be burnt down by the inmates. The new prison buildings which have been put up so far are built of bricks, timber frame and corrugated iron and are still in the dormitory style.

Papua New Guinea is still far off from good architecturally designed buildings like in Australia. The Department of Correctional services requires expert planning to build new prisons as found in all jurisdictions in Australia. Most importantly it needs to get enough budget support from the Central Government to build good infrastructure for the prisons in the country. The budget allocation the Department receives from the Central Government is inadequate to allow the construction of prison buildings. Another way would be for the service to develop its industries and generate internal revenue to fund such projects because labour is provided in the prison and the only requirements would be materials and expert advice. Again detailed discussion on the Papua New Guinea prison infrastructure is contained in the main study report.

Major Recommendations

The Papua New Guinea correctional system still remains a colonial legacy but cannot isolate itself from the modern innovation concepts of prison administration and management taking place around the globe. The following is a list of major recommendations which Papua New Guinea can learn from Australian prison systems:

Correctional Services Act and Policy Development

- Papua New Guinea Correctional Services hierarchy chronically lacks elite managerial abilities which are necessary to conduct quality research and development of dynamic strategies in policy areas for the immediate and future development of the prison organisation.
- Papua New Guinea Correctional Services, since Independence, has lacked a professionally trained, competent and elite team of officers to provide intellectual planning and development projections for the future needs of the service and it still today badly requires such qualified officers.
- All executive and key positions in the Departmental structure must be occupied by officers or civil servants who possess the appropriate tertiary qualifications to be employed in the policy area positions for the development of the correctional system for Papua New Guinea.
- The Papua New Guinea *Correctional Services Act 1983* has not been given priority attention to allow a legal framework for the work of corrections. Immediate employment of a lawyer within the Department is required as a matter of urgency.
- Executive and key level positions in the Department must be advertised nationally or abroad for appropriately qualified applicants to fill these key decision-making positions for the development of a chronic prison organisation since Independence.
- A policy formulation and advice unit should be established in the Department to provide professional advice to the Minister for the development of the prison service.

Prison Security

- Current security arrangements in the gaols in the country require 100 per cent improvement before modern technology security monitoring device methods can be considered to be introduced in the prison system in Papua New Guinea.
- Before introducing any of the modern technology security monitoring devices into the Papua New Guinea prison system, officers have to be trained to operate and service the equipment.
- Introduction of modern security technology to the Papua New Guinea prison service can only come about if the Department has the funds to maintain the system throughout. The current budget allocation from the Central Government is inadequate for such a system to operate in the country's gaols.
- Modern technology security devices minimise physical manpower strength and do the jobs that are normally done by dozens of prison officers. This would help to overcome the problems of manpower shortage in the prisons.
- Papua New Guinea Correctional Services should seek the assistance of the National Security Intelligence Service in the country to establish Intelligence Security Units in the gaols Nation-wide.
- The four Regional Gaols in the country need to establish a Central Intelligence Unit to serve the gaols in their region and also to be connected to Headquarters and the National Intelligence Service.
- Each gaol under the scheme needs to set up their own Intelligence Unit which should be connected to the Regional Central Intelligence Unit and Headquarters.

Prison Industries and Programs

- Technical positions in the Department should be upgraded to make them more attractive for recruiting well qualified, specialist technical officers to revive the run-down prison industries and programs in the gaols.
- The development of a master plan for the revival of prison industries and programs is urgently needed by the Department.

- Private organisations should be encouraged to establish horticultural, manufacturing and trade industries in the gaols throughout the country, where these industries cannot be provided by the Department of Correctional Services. Private sector involvement in some of the industries will assist in the education and training of prisoners.
- The Unit Management concept is an ideal concept for introduction into the Papua New Guinea correctional system, as prison officers are interacting with the inmates very well. Through the concept of Unit Management the prison officers can understand the inmates and deal with their problems within the unit rather than passing them on to others within the management to be dealt with it.
- Long term inmates who possess school leaving certificates should be encouraged to take up apprenticeship trade courses in the industries established by the prison authority or private companies in the gaols.

Non-Custodial Methods of Corrections

- The Probation and Parole Services Office should be amalgamated to make a Division within the Department of Correctional Services.
- A Probation and Parole Office under the prison system could formulate alternate policies for the introduction of programs for the supervision of offenders in the community rather than incarceration.
- If the Probation and Parole services amalgamated with the Department of Correctional Services it should change its name to 'Community Corrections Office' as a Division within the prison service.
- Under the *Probation and Parole Service Act 1976* and the *Community Work Order Act 1978*, the Division supervises offenders placed under probation, parole, home detention, community work order, bail and bond detention, etc. These plain clothed officers, working under the Division, will only supervise the offenders in the community and have nothing to do with the inmates in custody.
- A Parole Board should be established as a Statutory Body, with the Chairperson being a National Court Judge, to screen applications from inmates requesting to be released on parole conditions.

- The village court system in the country should play a leading role with the Probation and Parole, and the Community Work Order Acts to place offenders on community work as a means of providing restitution.

Correctional Statistics and Inmate Classification

- Standardisation of a uniform collection system of crime statistics should be coordinated by the Criminal Justice Agencies in Papua New Guinea for the whole country.
- A central body should be established by all the Criminal Justice Agencies to have a central collection data-base to tabulate crime statistics in order to be able to provide policy advice to the Central Government on crime trends.
- The Correctional Service greatly needs to improve its data-capture and reliability in prison statistics by the use of computers in general data collection.
- The system of classification of inmates in the country's gaols should be changed from the current practice of priority on security. Consideration should be given to classification ratings for rehabilitation, education and training.
- National or Regional Classification Boards should be formed in order to recommend inmates for release to the appropriate body to place these inmates on the various community programs.
- An Annual Prison Census should be conducted by the Department of Correctional Services by adopting the format used by the Australian Institute of Criminology to conduct the annual census for Australian prisons.

Prison Infrastructure Development

- Papua New Guinea Correctional Services badly requires expert advice in architectural design and planning to build more modern prison buildings like in Australia.
- The Department needs to submit major prison building project proposals to the Central Government to secure funds for the prison infrastructure in the Capital Works Programs.

- To replace all gaol buildings in the country with modern infrastructure and technology is too expensive but a staged development plan could be put in place to gradually modernise prison buildings.
- The Correctional Service should negotiate with the Central Government to have prison officers from some Australian States and Territories on attachment under the AIDAB program to assist in the development programs for the Papua New Guinea prison system.
- An exchange of prison officer program should be arranged between Australia and Papua New Guinea on technical and managerial positions in the Department. It would enable many prison officers from Papua New Guinea to be exposed to the modern innovations of Australian prison systems.
- Victoria, South Australia, Western Australia and Queensland prison systems have offered to assist Papua New Guinea in technical, managerial and horticultural prison industries and programs development. The offers should be pursued.
- Queensland Corrective Services Commission has offered to assist Papua New Guinea in the development of piggery projects throughout the gaols and the offer should be followed up by Papua New Guinea Correctional Services personnel.

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