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Community-based Treatment in Japan



Rehabilitation Bureau, Ministry of Justice, Japan

United Nations Asia and Far East Institute for the Prevention
of Crime and the Treatment of Offenders (UNA FEI)





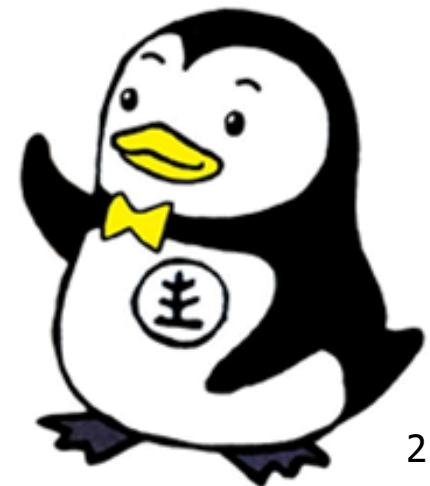
Outline



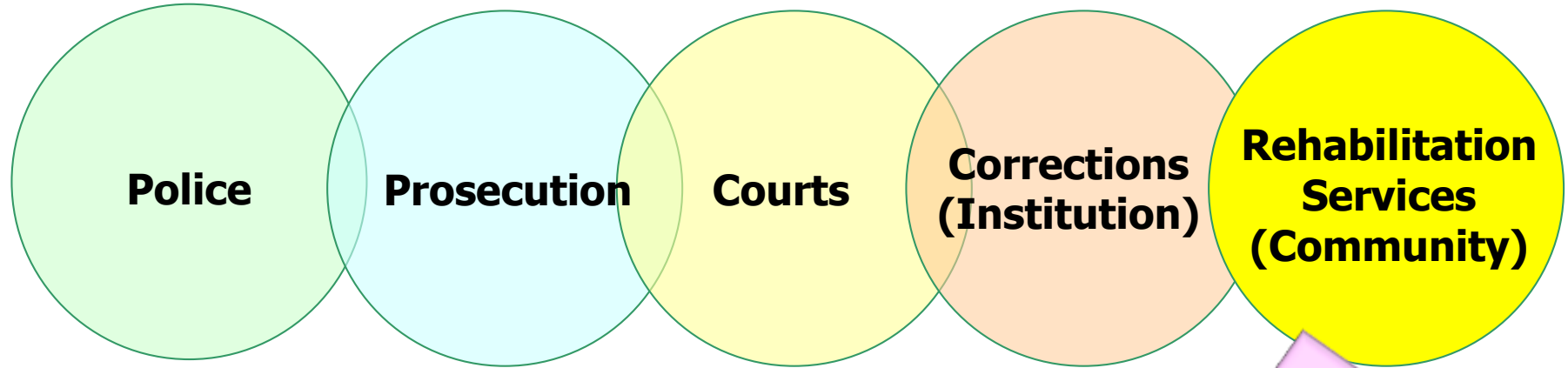
1. Overview of Community-based Treatment System in Japan
2. Procedure and Practice of probation and parole (Juvenile)
3. Recent challenges and responses
4. Conclusion



1. Overview of Community-based Treatment System in Japan



Major Elements of Japanese Community-Based Offender Treatment System



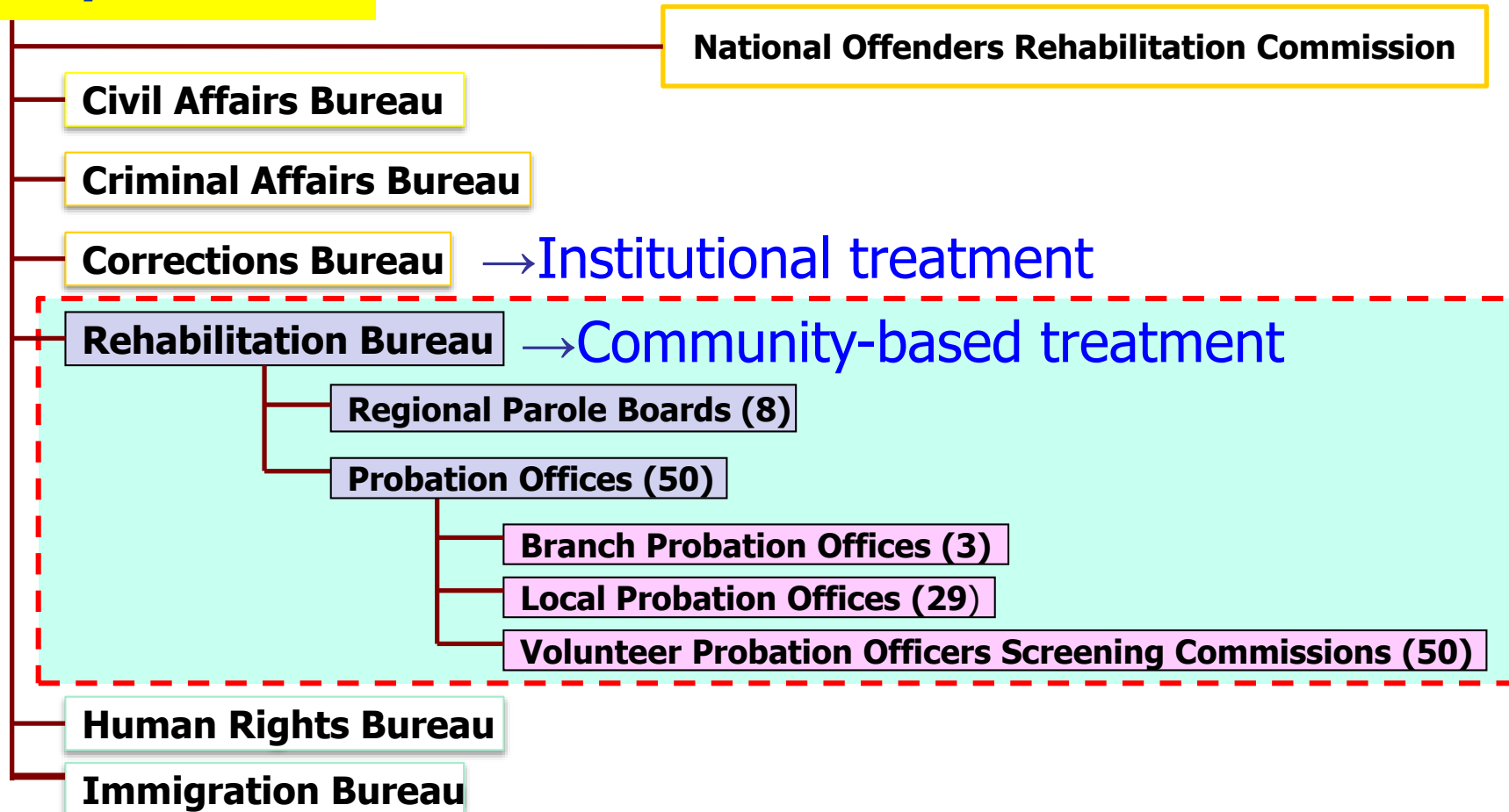
“Rehabilitation Services”

- (1) Probation
- (2) Parole
- (3) Aftercare services for discharged offenders
- (4) Pardons
- (5) Crime prevention activities



Organization of the Rehabilitation Services

Ministry of Justice



Legal Basis for Rehabilitation Services



- ◆ **The Offenders Rehabilitation Act (2007)**
- ◆ **The Volunteer Probation Officers Act (1950)**
- ◆ Anti-Prostitution Act (1956)
- ◆ Offenders Rehabilitation Services Act (1995)
- ◆ Pardon Act (1947)
- ◆ Penal Code (1907)
- ◆ Juvenile Act (1948)



Main Purpose and Standard of Operation of the Rehabilitation Services



1. Main Purpose (Art. 1, Offenders Rehabilitation Act).

To **protect society** and **enhance the welfare of individuals and the public** by

(1) **preventing** the offenders and juvenile delinquents from **re-offending**;

(2) **assisting them** to become self-reliant as sound members of society and improve and rehabilitate themselves by treating them properly within society;

(3) ensuring the suitable operation of **pardons**;

(4) promoting **crime prevention activity**, etc.

2. Standard of Operation (Ibid, Art.3)

Measures for supervision and support should be (a) within the limit of necessity and (b) the appropriate way for the reformation and rehabilitation of offenders. This limit should be determined based on the needs and risks of each offender, e.g. character, age, career, mental and physical condition, home and friends and other circumstances.

Extensive Participation and Cooperation of Citizens in Probation



Minister of Justice

Rehabilitation Bureau

Regional Parole Board

Probation Offices

**Volunteer
Probation
Officers (VPOs)**
(47,914)

**Halfway
Houses**
(103)

**Women's
Association for
Rehabilitation
Aid (WARA)**
(172,642)

**Big Brothers
and Sisters
Associations
(BBS)** (4,514)

**Cooperative
Employers**
(12,603)

(As of April 2014)



Roles of PO and VPO



Working together



Mission of VPOs



In the spirit of **volunteer social service**,

Assist offenders and juvenile delinquents
to improve and rehabilitate themselves

Enlighten the public on crime prevention

Thereby enhance the local community and
contribute to the welfare of
both individuals and the public

(Art. 1, Volunteer Probation Officers Act)



VPO Qualifications



- i) Highly evaluated in terms of character and conduct in the community
- ii) Enthusiastic and has enough time available to accomplish the necessary duties
- iii) Financially stable
- iv) Healthy and active

(Art. 3, Volunteer Probation Officers Act)





VPO Legislative Framework

Legal Status

Citizen-volunteers **appointed by the Minister of Justice**
Status as **part-time government officials**

Term of Office

2 years (Reappointment is possible)

Reimbursement

No salary paid

All or a part of the expenses incurred in discharging their duties may be reimbursed

Maximum Age for the first appointment **66** years

Age-limit for reappointment **under 76** years



Advantages of the VPO System



(1) Local character

Immediate contact, Utilizing community resources,
"Neighbours" rather than "Representatives of government"

(2) Personal interaction

Genuine and warm concern, Pro-social modelling,
Focus on offenders' strengths, With patience and trust

➡ Self-esteem, Responsibility, Motivation in life and hope
Change of perception and identity

(3) Continuous support

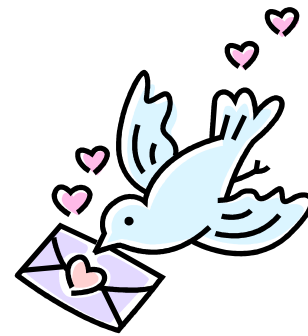
Relationship continues as members of the same community





Letter to Deceased VPO From Former Juvenile Parolee

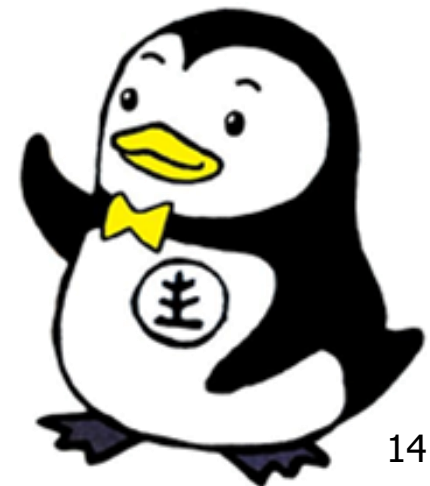
"I would like to repay you for all the help you've given to me. You always listened to me attentively, trusted me and praised me from the bottom of your heart for every little thing I did."



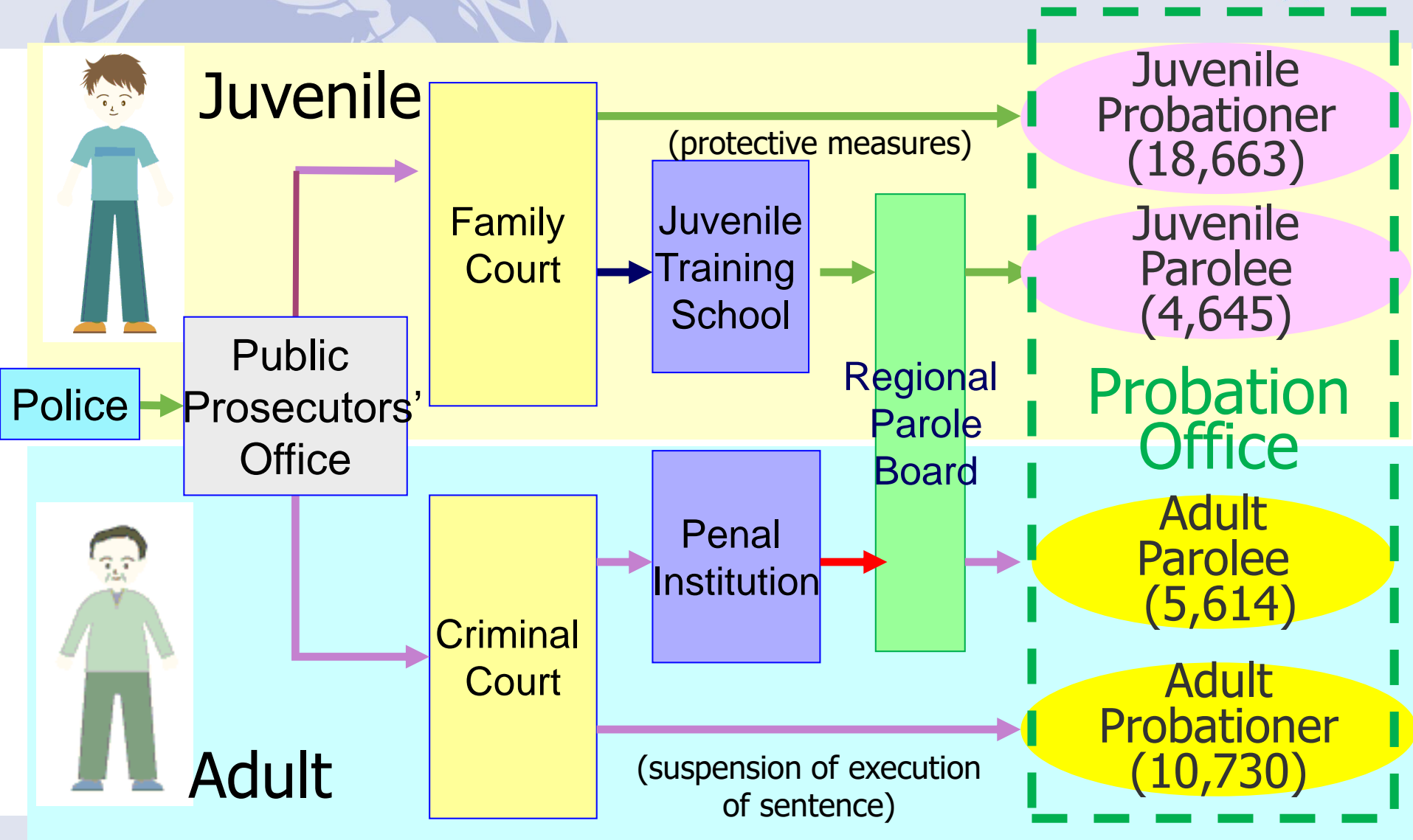
"Now I realize what you wanted to teach me most was to have the firmness of heart to trust people no matter what happens."



2. Procedure and Practice of Probation and Parole



Categories of parolees/probationers



Juvenile Probationers (1)

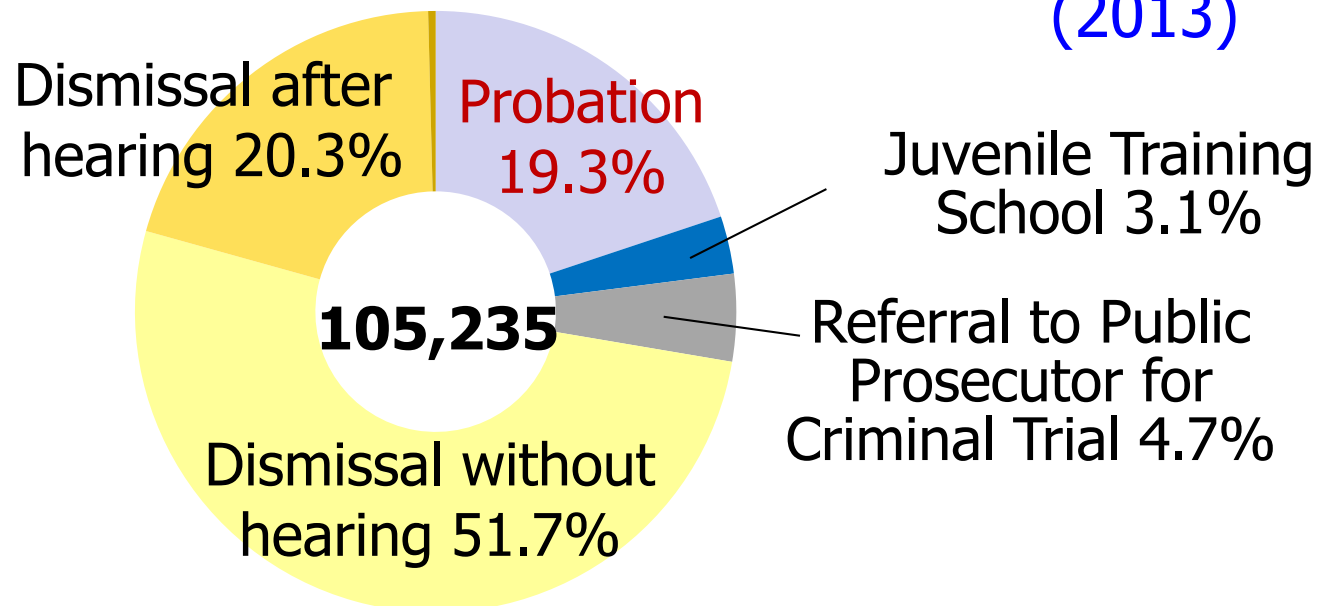


- Placed on probation by the **Family Court** based on the Juvenile Act
- Term: Up to the 20th birthday or 2 years (whichever is longer)



Family Court

Dispositions of Juvenile cases by Family Courts (2013)



Juvenile Probationers (2)



You are placed on Probation

Family Court



Probation Office

Intake interview by a probation officer

- Assessment of Risk and Needs (S,A,B,C)
- Individual treatment plan
- Assignment of a VPO
- Impose special conditions



Conditions of Probation/Parole

(1) General conditions



■ (Art. 50, Offenders Rehabilitation Act)

- ✓ Maintain sound attitude so that he/she does not reoffend
- ✓ Undergo PO's and VPO's supervision sincerely
- ✓ Undergo interview with PO or VPO regularly
- ✓ Clarify his/her living conditions and behaviour such as family, job, associates when requested by PO or VPO
- ✓ Choose a residence promptly and notify the Director of the Probation Office
- ✓ Live in the residence reported to the Director of the Probation Office
- ✓ Obtain permission of the Director of the Probation Office prior to changing residence or traveling for 7 days or more



Conditions of Probation/Parole

(2) Special conditions



■ (Art. 51, Offenders Rehabilitation Act)

Example

- ✓ Go to school regularly without absence, being late and leaving early unless there is a good reason
- ✓ Engage in work or make an effort to find a job
- ✓ Not to have contact with criminal associates/gangs
- ✓ Not to stay out all night without permission
- ✓ Not to drink alcohol
- ✓ Attend a Special Treatment Programme delivered by the PO (only adults)



Juvenile Probationers (3)

Supervision and Support

- Regular interview by VPOs (2-3 times per month)
- VPO submits monthly progress reports
- Interventions by probation officers (E.g. interviews, special treatment programmes)

Comply with
probationary
Conditions

Early Discharge by
Director of Probation
Office

Violation of
Conditions

Warning by Director
of Probation Office

New Disposition by
Family Court



Juvenile Parolees (1)



- Conditionally released from Juvenile Training School by the decision of the RPB (Art. 41, Offenders Rehabilitation Act)
- Up to 20th birthday

- **Parole requirement**

Reached the highest stage of treatment and
Suitable for juvenile's improvement and rehabilitation
or

Specially necessary for improvement and rehabilitation

99.7% of juvenile inmates are released on parole



Juvenile Parolees (2)



Regional Parole Board

- Decision to release the juvenile on parole
- Impose special conditions

Released from Juvenile Training School



Probation Office (Intake interview by PO)



Supervision and Support by PO and VPO

Comply with
Parole
Conditions

Early Discharge by
Regional Parole
Board

Violation of
Parole
Conditions

Regional Parole Board

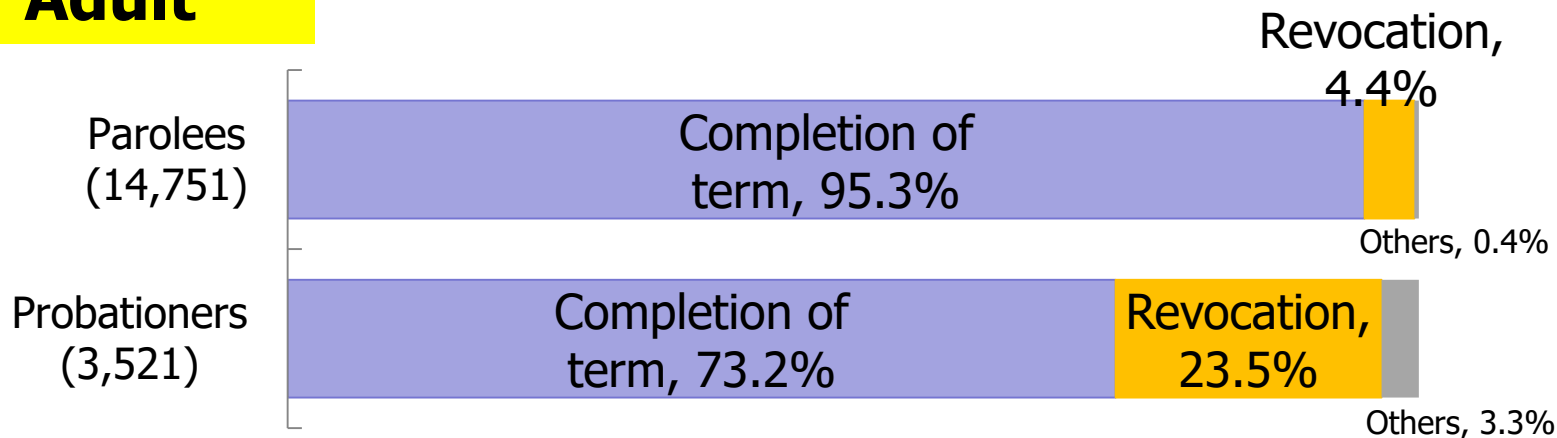
Recommitment to Juvenile
Training School
by Family Court



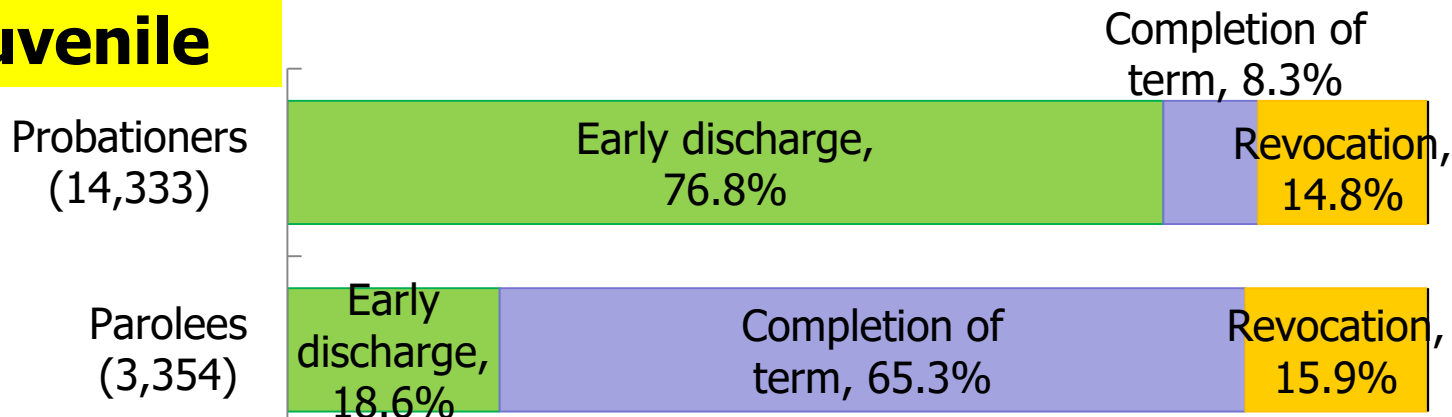
Reason of termination of Probationary Supervision



Adult



Juvenile



Guidance/Advice to Guardians



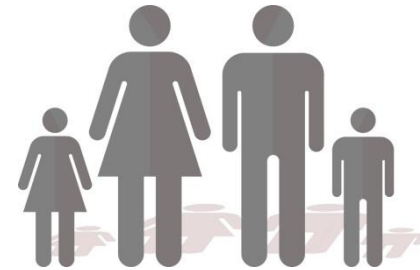
Guardians' role is significant in rehabilitation of juveniles



✓ Interview/Guidance/Advice to guardians by PO and VPO

✓ Guardians' meeting

- Advice on parenting from psychologist, expert
- Information on drug addiction and support organization for recovering drug addiction
- Sharing worries and anxiety among guardians



Special treatment programmes for Probationers / Parolees

Sex offender treatment programme
(2006-)

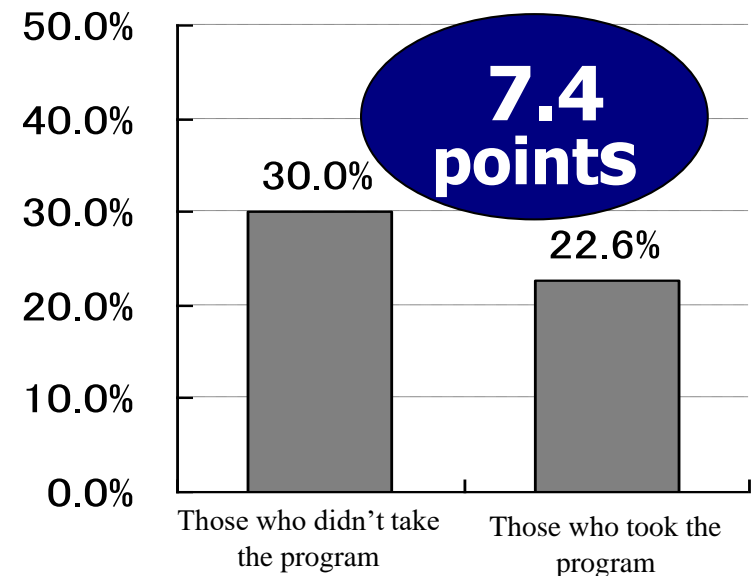


Drug offender treatment programme
(2008-)

Violence prevention programme
(2008-)

Impaired driving prevention
programme (2010-)

Recidivism rate of Sex offenders



- I. Delivered by PO
- II. Adult: as a Special condition, Juvenile: voluntary basis
- III. Based on the theory of CBT (Cognitive Behavioral Therapy)
- IV. Five core sessions / one-to-one or in groups
- V. Formulating "Relapse Prevention Plan"

Community service activities

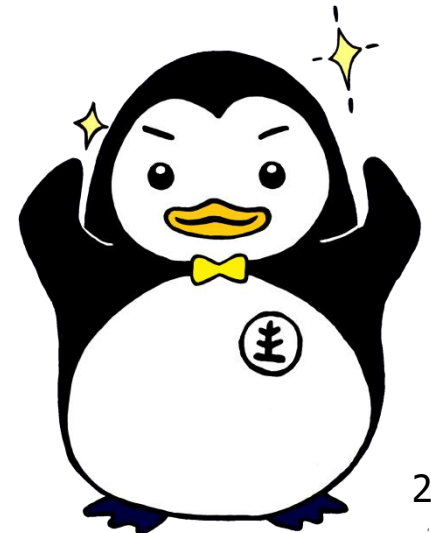
(as a special condition beginning in FY2015)



E.g. Volunteer activities at welfare facilities, Cleaning activities at public places
With support of VPOs, BBS members, Women association members

**Sense of self-efficacy, Moral awareness,
Communication with others**

3. Recent Challenges and Responses



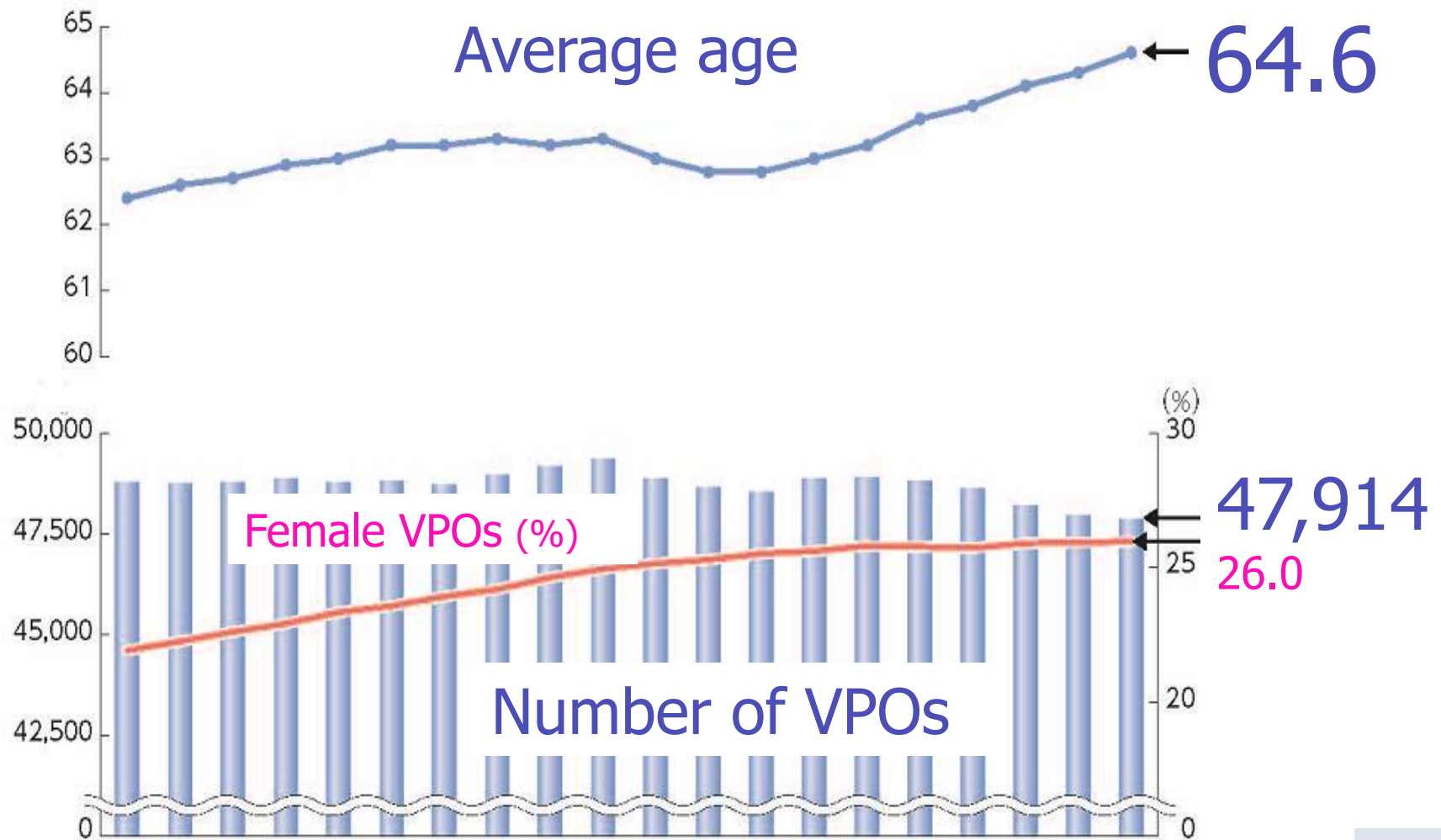
(1) VPO System



- 1 **Complicated and diversified** problems of probationers and parolees
- 2 **Bonds** within families & local communities becoming **weaker**
- 3 **Decline** of the number of **VPOs**
- 4 **Aging** of the VPO population



Number of VPOs, Average age of VPOs



Offender Rehabilitation Support Center

(2008)



- ✓ Center for VPOs and VPO associations
(Place to Interview, VPO Meetings, Crime Prevention Activities Cooperating with Related Organizations, etc.)
- ✓ VPO associations rent space in facilities owned by municipal government or other public bodies
- ✓ Experienced VPOs stationed during weekday business hours
- ✓ 345 nationwide (as of 2014) → 446 (FY2015 Budget)



(2) Employment support



Re-offending rate at the termination of Probation / Parole (2009-2013)



source : Annual Report of Statistics on Rehabilitation



Providing Job Opportunities



- ✓ Cooperation between MOJ and MHLW



- ✓ Encouraging Cooperating Employers

(E.g. Monetary support, Following up with both Employers and Employees.)



- ✓ Increasing the number of Cooperating Employers

- ✓ Encouraging the Business Community to Cooperate

(Establishing National Organization for Employment of Offenders)



(3) Housing Support and Social Welfare Services



- ✓ Enhancing capacities of halfway houses
 - Expanding accommodation capacity
 - Enhancing support capabilities for elderly or disabled persons
 - Capacity building for officers and staff
- ✓ Providing housing in a new framework
 - Urgent Housing/Self-help Assistance Program



Probation offices entrust NPOs to provide accommodations for probationers and parolees



- ✓ Providing coordination services so that inmates will be able to make use of welfare services immediately after release from a correctional institution



4. Conclusion





Conclusion



- Community-based treatment in Japan is carried out by **joint efforts** of the government and the community
- The roles of **VPOs** are significant in facilitating rehabilitation of probationers/parolees
- Cooperation with related agencies, private organizations and citizens is crucial in facilitating offender rehabilitation and reintegration





**Thank you very much
for your kind attention!!**

