

GROUP 3

BEST PRACTICES IN THE INSTITUTIONAL TREATMENT OF JUVENILE OFFENDERS

Chairperson	Mr. Mohammed Azizul Haque	(Bangladesh)
Co-Chairperson	Mr. Yasuhiro Hosoi	(Japan)
Rapporteur	Mr. Zaka-Ur-Rab Rana	(Pakistan)
Co-Rapporteur	Ms. Duangporn Ukris	(Thailand)
Members	Mr. Waliki Naiseruvati Satakala	(Fiji)
	Mr. Teh Guan Bee	(Malaysia)
	Mr. Kazuhito Hosaka	(Japan)
	Ms. Tomoko Yoshida	(Japan)
Visiting Expert	Ms. Pamela Phillips	(New Zealand)
Advisers	Prof. Yuichiro Tachi	(UNAFEI)
	Prof. Kenji Teramura	(UNAFEI)

I. INTRODUCTION

The task of the group was to explore best practices to overcome the challenges facing organizations in relation to the treatment of juvenile offenders. The group was made of individuals from a number of professions, including Prison Officers from Bangladesh, Fiji and

Pakistan; Social Welfare Officers from Thailand and Malaysia, and two Psychologists and a Public Prosecutor from Japan.

Our group's assignment was to discuss and prepare a report on the following main and sub topics:

Main Topic	Sub-Topic
1. Designing a Model System	Development of Model System Geared at Through Care <ul style="list-style-type: none"> • Framework for Individualized Treatment: Case Management System • Effective Programmes/Interventions
2. Operational Issues	Staff Training <ul style="list-style-type: none"> • Development of Training System/ Curricula Efficient Management <ul style="list-style-type: none"> • Reducing Costs • Finding New Resources

Main Topic	Sub-Topic
3. Accountability and Evaluation	Offender Information Management System <ul style="list-style-type: none"> • Development of Offender-Based Information System • Development of Forms of Individual Files Public Relations <ul style="list-style-type: none"> • Gaining Public Confidence

II. DESIGNING A MODEL SYSTEM

A. Development of Model System Geared at Through Care

The group discussions covered a wide range of issues including the rehabilitation, re-socialization, and reintegration of juveniles offenders. It was determined that positive results by providing such services and treatments can be achieved in an institution.

It was also agreed that all children requiring institutional care and treatment should be assessed, observed and classified before having an individual treatment plan developed. To affect this process the skills of a variety of specialists such as psychologists, psychiatrists, social workers, doctors, teachers and sociologists are required.

During our discussion common problems were identified across the participating countries. These were:

- Overcrowding in institutions
- Non availability of technical and professional staff such as, psychologists, sociologists and social case workers, etc.
- Non existent or non-functional parole staff
- Non-existent juvenile/family courts, classification and juvenile training schools.

The group agreed that the principles expressed in the United Nations Standard Minimum Rules for the Administration of Juvenile Justice “The Beijing Rules” (especially numbers 26, 27, 28, 29 and 30); the United Nations Rules for the Protection of Juveniles Deprived of their Liberty (especially rule nos. 17–80), should govern the development of the model system.

1. Framework for Individualized Treatment

It was agreed that there should be institutions with 4 distinct functions.

- Juvenile Classification Home (JCH)
- Juvenile Training School (JTS)
- Juvenile Medical Training School (JMETS)
- Juvenile Prison (JP)

It was also agreed that each country needed an institution such as a Minor Children Re-socialization Centre. This institution should be run by the social welfare department and aimed at preventing the behaviour of juveniles progressing to offending.

(i) *Juvenile Classification Homes (JCH)*

According to the Beijing Rules 13, detention in an institution should be used as the last resort and for the shortest possible time. The development of a Juvenile Classification Home is seen as

118TH INTERNATIONAL TRAINING COURSE
REPORTS OF THE COURSE

one way of achieving the aims of these rules.

The following criteria are proposed to govern these Homes:

- The length of stay in the juvenile classification home is as prescribed by the juvenile laws in each country.
- Boys and girls are accommodated in separate sections of the home.
- Dormitory placement is assigned by; age, personal history, previous history of confinement and personality of the young person.
- The method of classification should be based on the needs and strengths of the juvenile. This information is gathered through a variety of methods including: interviews, analysis of care history and psychological tests to assess intelligence and character. Diagnosis is considered from the results of clinical psychology and psychiatry, medical examination, behavioural observation, analysis of personal history and life environment, case conference and treatment. Various types of psychotherapy, counselling, and behavioural observations are used to examine problems. The results of this classification form the basis for developing the treatment plans and determining the type of institute where the juvenile should be placed.

(ii) *Juvenile Training Schools (JTS)*

According to Beijing Rule 26 the objective of institutional treatment is to provide care, protection, education and vocational skill, with a view to assisting the juvenile to assume a socially constructive role in society.

Juveniles in institutions must receive care, protection and all necessary social,

educational, vocational, psychological, medical and physical programmes and services. Adult and young offenders, males and females, should be detained separately. The parents or guardians of juveniles must have the right of access to their children; this can be achieved through phone calls, letters and visits to the institution. Co-operation between organizations is particularly important in enhancing the quality of institutional treatment and training. Our group considered that Juvenile Training Schools should meet the following criteria:

- Institutions should be divided into 2 types, depending on the duration of treatment; short-term institutions and long-term institutions.
 - Short-term institutions will provide the basic course and rehabilitation for juveniles who are assessed as having a low level of delinquent tendencies, and as being able to be rehabilitated with intensive training.
 - Long-term institutions will provide for those who are assessed as having relatively advanced delinquent tendencies and, as being difficult to re-socialise in a shorter period of time.
- Individual treatment plans should be developed according to individual needs.
- Methods of treatment should be flexible and specified according to rehabilitative needs of each juvenile.
- Maintaining close contact between the correctional institution and community organization should encourage the re-socialization process.
- Major methods of treatment are as follows; admission, orientation, dormitory placement, living guidance, academic education, vocational

training, moral education, treatment, medical care, sport/physical education/recreation, dormitory activities, special activities/annual activities/festivals/camping/club activities, extra curricular (e.g. Lecture by volunteers), progressive grade system, and community services.

(iii) *Juvenile Medical Training Schools (JMTS)*

In our discussion around the model of Juvenile Medical Training Schools, we considered the United Nations Rules for The Protection of Juveniles Deprived of their Liberty, rules numbered 49–55. A juvenile who is suffering from mental and/or physical illness should be treated in a specialized institution under independent medical management. It is also important to ensure that the juveniles continue to receive mental and physical health care after their release from the institution.

Juvenile Medical Training Schools should be established for juveniles who are physically or mentally diseased and need medical and psychological treatment. Methods of treatment are as follows; medical care, mental care, academic education, occupational therapy, social skills training, sport, recreation, special activity and community services.

(iv) *Juvenile Prisons (JP)*

Our group agreed that imprisonment could serve as a small, though important part of the whole process of treating juveniles. While there is a general belief that imprisonment should be utilized as a last resort, there will always be juveniles for whom this kind of alternative cannot be avoided. At this juncture, the group unanimously supported that correctional philosophy for the treatment of juveniles

at this stage must be geared toward reforming and rehabilitating the juveniles.

The inmates of juvenile prisons are those classified as having advanced criminal tendency (recidivists, re-offenders, hardened criminals, age wise separation), and are not suffering from any serious physical and mental conditions which need intensive medical care.

Basic treatment programmes in the juvenile prison will include intensive treatment, vocational training, academic education, rehabilitation, re-socialization, discipline, prison labour and security.

(v) *Minor Children Re-Socialization Centers*

All group members generally agreed that a Minor Children Re-Socialization Center should be available for uncontrollable juveniles. These juveniles will demonstrate the following characteristics: disrespect, mischievousness and misbehavior, homelessness, and juveniles who need guidance and supervision. The major method of treatment are as follows; care, control, parental love, affection and respect, guidance and academic education.

The services provided to the juveniles in the Centre will help them to gain a changed outlook towards a more constructive purpose in life and enrich their sense of respect and confidence to steer them away from crime.

The Minor Children Re-Socialization Center should be under the control of the social welfare organization in each country, and not part of the juvenile justice system. It is mentioned in this report as a valuable home for preventing the behaviour of juveniles from progressing into offending.

118TH INTERNATIONAL TRAINING COURSE
REPORTS OF THE COURSE

2. Case Management System

To implement the function of the Case Management System, our group considered that we should apply a set of concepts.

These concepts indicate that the following principles should be applied to Case Management:

- Risk differentiation provides intensive treatment for the higher risk group.
- Intervention efforts must be targeted towards criminogenic needs (dynamic risk factors).
- Clarify the treatment goals and objectives along with most effective treatment model in proper sequence (Individual Treatment Plan).
- Multimodal treatment programme works better than those used in isolation (Treatment should address all of the needs).
- Responsivity Principle: Treatment should be matched with learner's style and staff's teaching style.
- Utilize skills orientation and cognitive behaviour treatment.
- Intervention should be comprehensive and of sufficient duration. Continuity of care must be secured for treatment integrity.
- The same people deliver all treatment for the same group of programmes.
- Monitor the progress of evaluation and monitor the programme effectiveness in term of recidivism (outcome evaluation).

The group agreed that all juveniles referred to an institution should have Individualized Treatment Plans (ITP) rather than receiving stereotypical group treatment, however this does not prevent group work with juveniles. Programmes should be designed for the individual, not

for the ease of management within the institution.

The treatment plan offered should be periodically reviewed and adjusted to meet changes in the juvenile's behaviour. The following is the case management process that will be used.

(i) *Assessment and Classification*

In order to implement effective treatment, we have to understand the problems of juveniles. So we should investigate underlying problems and criminogenic factors in the juvenile. The main functions of assessment belong to Juvenile Classification Homes. However, classification functions are also necessary for juvenile training schools, juvenile medical training schools and juvenile prisons to make effective ITPs. Major elements of assessment are as follows:

- a. Psychological interview and testing
- b. Behavioral observation
- c. Physical/mental examination

Clinical assessment is often conducted by special experts (e.g., psychologists, psychiatrists, social workers, instructors, doctors, etc.). In addition to such clinical assessment, the utilization of standardized assessment tools would enhance the identification of risks and strengths of inmates exactly (e.g., ASSET, LSI-R, etc.).

Objective and systematic assessments enable us to precisely classify various types of delinquents into relatively homogeneous subgroups of juveniles in terms of criminogenic risks and required programmes. Selection of the most appropriate institution and the most appropriate treatment course together with successive reclassification to assess the juveniles' progresses and changes in

risks and needs would lead to further enhancements of offender-rehabilitation.

(ii) *Individualized Treatment Plans (ITP)*

The individualized treatment plan is the description of the goals to be sought for the juvenile and the activities to be carried out at the institution. At the same time, it is necessary for juvenile institutions to understand each juveniles background and the information and recommendations from the family court and JCH. By integrating information from all these sources, juvenile institutions can develop the juveniles ITP. The process is as follows:

- a. Set individualized treatment goals
- b. Set sub-goals at each stage (e.g., orientation stage, intermediate stage, pre-release stage)
- c. Make educational targets and measures

At the same time, we have to consider the scheduled treatment period and prioritise strategies depending on inmates' needs and the nature of criminality.

(iii) *Programme Implementation*

The group discussed and agreed to divide the stages of treatment in juvenile institutions into 3 stages; i.e., orientation stage, intermediate stage and pre-release stage. The objectives in each stage are set to solve problems or needs of individual juveniles by following an individualized treatment plan. The following are the descriptions of programme implementation at each stage.

- a. Orientation stage programmes: the objective of this stage is to help the juvenile recognize their own problems that led to delinquency, and the need to carry out tasks designed in the

juvenile training school with positive attitudes and to reflect the relationship with the family. Staff of the institution are responsible for designing individual treatment plans during this stage. Programmes provided at this stage include orientation, interviewing, introspective meditation, essay writing, individual counselling, role lettering and parent meetings.

- b. Intermediate stage programmes: the objectives of this stage are divided into 2 parts; the first part is aimed at developing the young persons emotional control so they do not get upset when facing a problem, and to help them to recognize the value of work, to carry out daily tasks patiently and to recall past behaviour in the family and understand how they were wrong. The second part is aimed at teaching the young person to be considerate of the feelings and standpoints of others, to participate actively in vocational training and acquire reliable working attitudes and to understand the way of family and the roles of persons in it. Intermediate programmes include such programmes as individual and group counselling, introspective meditation, daily keeping, role-lettering, role-playing, group discussion, aggression replacement training methods, positive peer culture methods, family visits, academic examination, vocational examination, and case conference with significant persons who would assist rehabilitation after juveniles are released.
- c. Pre-release stage programmes: the objective of this stage is to sympathize with other inmates, to cooperate with them voluntarily, to develop a concrete plan of post-release life firmly founded on work, to

118TH INTERNATIONAL TRAINING COURSE
REPORTS OF THE COURSE

communicate closely with family members and maintain good relationships. The pre-release programmes include individual and group counselling, essay writing, career development, social skill training, family counselling, overnight stay with parents, home visit and continuing case conference with parole officers or VPOs who would assist rehabilitation after release.

(iv) *Monitoring (Evaluation, Feedback, Improvement of ITP)*

Monitoring and evaluation of treatment processes are very important for individualized treatment plans. By monitoring changes and progress after programmes, educational targets and measures can be adjusted flexibly toward further improvement of the juvenile. If a juvenile does not achieve their individualized goals at the intermediate stage, juvenile institutions may need to provide more intensive programmes in order for the juvenile to achieve their goals.

Our group considered the methods to evaluate the progress/improvement of juveniles and agreed to devise the following methods:

- a. Interviewing: the purpose of interviewing is for the evaluation of attitudinal changes of each juvenile and to give guidance to support the juvenile in improving behaviour.
- b. Essay: specific tasks for essay writing will be provided for the juvenile depending on juvenile's problems or needs. The essay writing is intended to improve juvenile thinking and developing an understanding of themselves through writing.
- c. Diary keeping: the objective of diary keeping for evaluation is to understand the juveniles thinking, feelings, attitudes and problems as well as his/her self-monitoring.
- d. Academic and vocational examination: in order to re-socialize and rehabilitate the inmates, improvements made through academic and vocational training should be measured.
- e. Behavioral observation: in order to understand the real attitudes, thinking and feelings of the juvenile, staff have to observe how juveniles behave in the dormitory, whether juveniles have good relationship with others or not, how juveniles have changed their attitudes, thinking and feelings. Behavioral observation is undertaken in various situations.
- f. Evaluation after group activity: juvenile delinquents are not usually good at maintaining constructive interpersonal relationship. Their relationships are often damaged by violence, selfishness, and antisocial activities. In juvenile institutions, we should establish group discussion, problem-focused programmes (Drug Abuse, Familial Problems, Sexual Abuse, etc.) and role-taking activities in dormitories.
- g. Evaluation after parents visit: a lot of juvenile delinquents have poor relationships with their parents and guardians. In order to improve the relationship with them, the staff have to make approaches to the juveniles, parents and guardians by interviewing them individually and implementing family counselling. Staff then need to evaluate any change in the juveniles' attitudes after family visits to determine whether there is any improvement in the relationship with the family member.

3. Effective Programmes/Interventions

(i) *To utilize group-based treatment method specialized for juveniles*

Juveniles often have antisocial, self-centred and harmful attitudes. If staff in juvenile institutions don't control the juveniles external environment, they cannot implement programmes effectively. If staff don't control and understand the relationship between different groups of individuals, the more antisocial juveniles will adversely effect the other juveniles. On the other hand, in order to equip the juveniles with social skills, the staff need to teach and model pro-social behaviour for juveniles. This will include developing good relationships with each other not only individually but also collectively. From these points of view, we should utilize group approaches.

a. The Positive Peer Culture

According to the available materials, youth can learn to help each other in group sessions. They can learn to do this through regular meetings and various programmes. Through meetings, discussions, activities and effective programmes such as Positive Peer Culture (PPC), peer groups can develop better moral judgment and social skills such as learning to express complaints and feelings constructively, caring for one another, keeping out of fights, responding constructively to failure, etc. Hence, these attempts to help one another will be strengthened.

The peer-helping approach is also evident in the experience of the Japanese in its rehabilitative programmes of Juvenile Training Schools, where group work and group sessions have brought about positive results. Group work can be effective, it is therefore suggested that Group work activities and programmes

where juveniles learn to help one another should be carried out.

b. Aggression Replacement Training (ART)

Aggression Replacement Training (ART) method is a multimodal psycho-educational intervention which has been developed and evaluated in response to the behavior deficit perspective, such as negotiating differences, dealing appropriately with accusations, and responding effectively to failure, teasing, rejection or anger. The intervention of this method has the following three components; i.e., skill streaming, anger control training (ACT) and moral education.

The effectiveness of ART programmes from efficacy evaluations demonstrate a significant decrease in aggressive incidences. It is an impact intervention to promote skills acquisition and performance, improve anger control, decrease the frequency of acting out behaviors and increase the frequency of constructive, prosocial behaviors.

(ii) *Aftercare Programme*

During the group discussion the issue of maintaining changes in the juvenile following their release from the institution was considered very important. It was agreed that most countries have two forms of release from institutions:

- a. Released finally, on the expiry of sentence
- b. Released conditionally, when some part of his/her sentence is yet to finish.

In the first case the released juvenile, soon before his/her release is given some

118TH INTERNATIONAL TRAINING COURSE
REPORTS OF THE COURSE

sort of guidance and knowledge focussing on their adjustment into the community.

In the second case, planning for the conditionally released juvenile should be undertaken by the agency responsible for resocialization and reintegration of the offender in the society. The agency (parole officer) will be responsible for the care and adjustment of the juvenile in the community with constant liaison (feedback) to the institution from which the juvenile was released. The parole officer will access social welfare, education and health institutions in order to get specialized services for the juvenile like education, job placement, recreation, individual counselling etc. These efforts will be helpful in achieving the objective of through care for juveniles.

III. OPERATIONAL ISSUES

A. Staff Training

1. Development of Training System/ Curricula

The effective and efficient working of staff in any organization or institution depends on the knowledge, motivation and expertise of the staff. This can be enhanced by providing orientation, knowledge and skills, in the shape of training to every member of the staff. This should be viewed as a continuing process and as one of the key factors in maintaining the motivation of the correctional staff working with young offenders. Similarly this can be considered as a stepping stone for any promotion for staff once they have acquired the necessary knowledge, skills and competence.

(i) *U. N. Standard Rules for Training*

The following standard rules are framed by the United Nations for equipping the staff with most appropriate

and up to date training. In the Standard Minimum Rules for the Administration of Juvenile Justice (The Beijing Rules), Rule No.22.1 and rules No.81 and 85 of United Nations rules for the Protection of Juveniles Deprived of their Liberty deal with training of the staff.

(ii) *General Situation*

Most of the countries have their own training system and curricula being delivered by the Training Centres, Training Institutions or Academies and these institutions are responsible for providing training skills and knowledge for offender treatment, proposing suitable treatment plans and implementation of those plans and programmes.

While the importance of training and furthering knowledge is important in any field of life, some of the underdeveloped or developing countries do not have their own staff training system. After induction to some posting, the official sometimes receives OJT (On the Job Training) under the supervision of experienced staff. He/ she does not usually study the relevant laws and rules and this can lead to problems.

It is proposed that in such countries where opportunities for staff training are absent, assistance may be sought from the nearby developed countries and request for help in this regard may be made to the UN and its affiliated agencies like UNAFEI.

(iii) *Enhancement of Knowledge*

There is a continuous need to establish and develop new strategies for modern treatment. Therefore staff should be provided with opportunities to attend seminars, conferences and be offered training and scholarships for international training to update their

knowledge and enhance their skills in the proper treatment of juvenile offenders.

It was unanimously agreed that soon after induction to any position everybody should receive basic orientation training. This should include the standard operating procedures of the institutions, programmes and services, the basic psychology of working with offenders and their characteristics, legal procedures, etc.

After completion of basic orientation, the staff should be placed in OJT. New recruits should be placed under the close supervision of experienced staff for a certain period of time to enable them to become acquainted with the functions and carry out such functions effectively by putting into practice what they have learned during training. On the completion of the specific period they should be evaluated with regard to their performance in order to determine their strengths and areas for further development.

Follow up or refresher training should also be provided to all staff involved in the treatment and rehabilitation of offenders to further enrich their knowledge and enhance their skills in working with offenders. Performance evaluation will be one of the bases in considering the possible content of the training. Current techniques and methodology in the treatment of offenders should be taken into consideration and the curriculum should be revised, taking into consideration the changing needs brought about by practice, experience and research.

The faculty responsible for delivering training should be selected with great care. They should be practice focused and transferred from juvenile institutions to

staff training institutes and vice versa, in this way they can learn about gaps, if any, between theory and practical work.

(iv) *Training Needs*

Training should be provided as per needs of the staff in the institution. As the staff training institutions are providing training to all positions (junior, middle and senior ranks) it should be target or goal oriented. Every post should be provided training as per his/her job requirements and needs, because of variation in nature of duties. Training subjects and materials should be standardized, yet delivered in a flexible way.

(v) *Proposals for Cost Reduction in the Field of Training*

Some of the measures to be adopted can help in cost reduction of the staff training institutions, such as one or two staff members from the juvenile institution being selected and provided comprehensive training to make them master trainers (Training the Trainer). These trainers can provide training to the whole of the juvenile institution staff as well as nearby juvenile institutions. In other words without sending 30 or 40 people to the training institution, they can be provided training at their institution where they can carry out their official duties as well as can receive training without leaving their place of posting.

Distant learning programmes can also be offered such as correspondence, CAI (Computer Assisted Instruction), videos, training brochures and kit etc. The main training division or academy can provide training instructions and education, through the above-mentioned programmes.

118TH INTERNATIONAL TRAINING COURSE
REPORTS OF THE COURSE

(vi) *Development of Training Curricula*

It is proposed that some curricula, which are suitable to member countries but flexible according to needs, is to be designed. This can then be remodelled, redesigned or restructured as per changing needs. The model designed is given in chart 1 and table 1.

In chart 1, it has been shown that after induction in the correctional service, everybody should receive training for the phase, which we call "BASE". In the "BASE" course essential subjects, basic laws, rules, case studies, etc. are to be given. The more advanced information/knowledge should be given according to the needs and requirements of the job and similarly specialized training is to be provided to the experienced staff according to the demands and responsibilities of the posts. The performance of each participant can be evaluated periodically by reviewing their performance through exams/assessments and evaluations as given in the chart under the heading "MONITOR". At the same time the training records are maintained so that their participation in advanced or refresher courses, will be monitored and assessed to determine what further subject and expertise is to be provided. This idea is based on the theory of RPL (Recognized Prior Learning).

The group proposed the following curricula for the training of the juvenile staff as given in table 1. It has been agreed that everybody who joins the correctional service for the juveniles should undergo some basic training in the subjects like basic behavioral sciences (e.g., child psychology, correctional sociology, etc.), criminology, child welfare and case study etc. so that they learn about the different needs and treatment.

B. Efficient Management

1. Reducing Cost

Due to economic depression the world over, most countries are striving hard to achieve their targets of development by using minimum resources and achieving best results in the management of juvenile institutions. The following steps are proposed which will be helpful in reducing the cost.

- (i) A lot of the allocated budget for each institution is consumed in the payment of salaries of the staff. It is agreed that to reduce cost, it is necessary that some clerical nature jobs should be replaced by the introduction of I.T. (Information Technology). The I.T. will not only help in reducing cost but will also provide a more rapid and confidential service. Similarly some of the jobs may be restructured in such a way that one person may be assigned some of the tasks at one time. In other words two tasks are to be carried out by one person. At the same time advanced systems of close circuit TV monitor should be introduced, replacing the old system of watch and ward staff. The computerized system should be interlinked between the juvenile institutions, for cost effectiveness and to avoid delays in acquiring up to date knowledge.
- (ii) Another step that can be taken is changing the structure of the juvenile institution. The juvenile courts, juvenile classification homes, juvenile training schools, juvenile medical training schools and educational set up (both formal and vocational) could be set up on the same campus with separate blocks (like in Bangladesh). The whole of the establishment can have one

kitchen and the same senior, middle management and professional staff. The lower level supervisory staff can be different for each block. The juvenile medical training school will provide treatment to all sick inmates. With the introduction of juvenile courts in the same campus, we can avoid transportation cost as well as security problems. The educational set up for juveniles may be run by NGOs under the supervision of education department. The books, writing materials for the juvenile may be provided by the NGOs. Similarly book foundations and publishers may be involved in establishing a well-stocked library in the campus.

If it is not applicable in some countries because of established structure, the vocational and formal education can be given in shift systems, with less number of staff. For example group A receiving formal education in the morning will go to vocational training in the evening and group B, in the morning receive vocational training and formal education in the evening. This will help in reducing the manpower costs. Changes in layout of educational set up will be useful to save manpower costs.

- (iii) The proposed treatment plan should not be generalized to save costs. It is necessary for every programme to be designed according to the individual needs and suitability of the juvenile, so that limited resources can be allocated and utilized effectively.
- (iv) The primary objective of juvenile institutions is to provide the juveniles with education and training to build their confidence and strengths so that after their release they do not re-offend. For this it is necessary that in addition to formal

education they must be provided with vocational education. They should be taught some skills, so that after their release they can adopt the same or similar trade or career in society. The skill that he/she has acquired in the institute can also be used as a source of income by the juvenile but it should always be treated as a secondary objective to avoid stigmatization of child labor because the juvenile institutions are not the commercial organization. In acquiring the skills, the products/crafts made by juveniles can be sold out in the market. Similarly the vegetables, fodders and crops, cultivated at the land of institution can also be used as a source of income. At the same time if baking and cooking skills are provided in the institution, it will also be helpful in re-socialization and re-integration of the offender after his/her release. Moreover the juveniles can consume the food which they have prepared in acquiring the skill, and it can also be sold out in the community to generate an income.

2. Finding New Resources

To meet the expenses of treatment programmes, rehabilitative activities as well as betterment and welfare of the juveniles, we have to search for new resources, from within the community in addition to relying on the government for implementation of such programmes. In every community there are a large number of NGOs, private companies, manufacturers and philanthropists who are willing to extend every support for the welfare of juveniles because they are the hope and future of tomorrow. These resources can be utilized in different areas after proper planning and mobilization. The expenses of the institution will obviously be cut down if shared by above-

118TH INTERNATIONAL TRAINING COURSE
REPORTS OF THE COURSE

mentioned organizations/persons. The following are some of the areas, which are identified as areas where the services could be utilized. In table 2, target areas, focal needs, available resources and effect are given. For example, if we identify the need of imparting formal education as well as vocational training, we can involve NGOs, private manufactures, private companies like publishers, printers etc. and education department in helping the juvenile institutions for imparting education, extending expertise, with provision of course books, writing material, books for the library of the institution. The services of the trained teaching staff, trade masters as well as raw material, are also provided by NGOs, manufacturers, etc. By the involvement of the community in the areas of human, material and monetary resources in different projects of juvenile institution, we will be able to reduce manpower as well as material cost. The details of target areas and focal needs, etc. are given in table 2.

**IV. ACCOUNTABILITY AND
EVALUATION**

**A. Offender Information
Management System**

Our group considered a wide range of issues around the development of Offender Information Management Systems. We agreed that developing information management systems are important for planning, policy and practice development, as well as for reporting on the work of the institution at both the case individual (juvenile) and system (institution) level.

It was acknowledged that many of the participating countries did not have the technology or finance available to introduce computerised systems, however

it was agreed that all countries needed to be working towards developing such systems to help facilitate and improve the management of juveniles and institutions. A suggested cost effective strategy for developing a computerised system is for countries to work together in developing the system, with each country contributing either financially or with technological expertise.

One of the key advantages of a computerised system was seen as having the potential to provide ready access to "Best Practices in Institutional Treatment of Juvenile Offenders". Realising this potential could address many issues identified in the Operational Issues section of this paper, particularly staff development and training. The system should be designed to gather and disseminate information on best practice for the treatment and management of juvenile offenders. Professional staff would be able to use the system as a source of ideas, practical advice and support.

A computerised system would also provide a ready link to the Internet for the latest research about the treatment of young offenders as well as on line training courses for professional development of staff.

It was also considered important that the system should be developed to promote best practice at a system, or institute management level. This will enable the institutions to monitor the effectiveness of their overall programme as well as managing and reporting on key strategies.

**B. Development of Offender-Based
Information System (OBIS)**

A diagrammatic representation of OBIS is attached in chart 2. The

information to be contained in OBIS is described as follows;

1. Individual case management

A system of individual case management is necessary for the use by professionals working in the institution to develop and monitor Individualized Treatment Plan (ITP).

Before developing ITP, an assessment must be made of the individual young persons “needs” and “strengths” (Refer rule number 12 and 49 of the United Nations Rules for Protection of Juveniles Deprived of their Liberty). While treatment within institutions will usually focus on the needs and strengths of the individual, it is important to work closely with our community partners who will focus their work on the needs and strengths of the young persons’ family and within the community that the young persons will return to on their release from the institution. This process will ensure effective after care for the young person.

In order to develop the ITP, information must be gathered on each individual young person, their family background, case history, and offending history as well as information on the young person’s needs and strengths. The information gathered will provide a comprehensive picture of the young person’s situation and will be used to develop the ITP.

A wide variety of staff may be necessary to develop, implement and monitor the ITP. These will include for example educators, vocational instructors, counsellors, social workers, psychiatrists and psychologists (Refer to Rule 81 of the United Nations Rules for Protection of Juveniles Deprived of their Liberty).

The individual case management section of the OBIS is used to enter the result of the individual young persons assessment, their treatment plan and to monitor the effectiveness of the plan.

In addition to monitoring the cases at the individual level, information will be collated to provide information on the effectiveness of the programmes across all individual young people. In this way there is a continual cycle of evaluation of the effectiveness of programmes, and information gathered will be used to develop and improve the programme.

2. System level management

System level management is necessary for managers and administrators of the institutions to ensure the efficient and effective management of the institutions. We have called this part of OBIS, “Institutional Management”.

The institutional management system will have a number of key components. These will include:

(i) *Admission register*

Information entered here will include the elements necessary to comply with international conventions as well as individual countries legal and policy requirements. They will include for example; the young persons date of committal, and date of discharge from the institution (Refer to Rule 20 of the United Nations Rules for Protection of Juveniles Deprived of their Liberty), as well as examination by physician on admission to the institution (Refer to Rule 12 of the United Nations Rules for Protection of Juveniles Deprived of their Liberty).

(ii) *Daily activity register*

Information entered here will assist in the day-to-day management of the institution and requirements will vary

118TH INTERNATIONAL TRAINING COURSE
REPORTS OF THE COURSE

among the different countries. Such information will include records of all major activities or events in the institution, for example, visitors to the institutions, number of young people in the institution and movements of young people to and from the institution.

(iii) *Security and emergency management plans*

The system will be used to record and monitor the institutions comprehensive security and emergency management plans. These plans will include procedures to be put in place to manage a security or emergency crisis, as well as the location of, and monitoring of the maintenance of security equipment. (Refer to Rules 32 & 33 of the United Nations Rules for Protection of Juveniles Deprived of their Liberty).

(iv) *Human resource management*

This will include all information required for efficient and effective staff management. The following records will be included:

- Staff rosters
- Timesheets, sick leave, annual leave, length of service, etc.
- Training records for all staff
- Performance and development plans for all staff

(v) *Public relations management*

The public relations strategy will also be entered onto the system. This will include full details of the information that formed the strategy, the strategy itself, as well as providing for monitoring of the strategy.

Reports that are relevant to the Public Relations Strategy such as overall effectiveness of the programme will be obtained from both the Individual Case

Management and Institutional Management parts of OBIS.

C. Development of Forms for Individual Files

In order to effectively manage the information to be entered on to the Individual Case Management section of OBIS it is important to develop a form that will capture consistent data elements. In this way everyone who undertakes assessments will gather the same elements, although the actual information gathered will be different for each individual young person.

The form developed by our group for this purpose has been adapted from ASSET (Assessment tool by the Youth Justice Board [UK]). Table 3 (Assessment Information) contains the elements and content of the form to be used to gather the relevant information.

D. Public Relations—Gaining Public Confidence

One of the most important issues for public relations in correctional institutions is that of gaining public confidence. The public are concerned about their safety and the humane treatment of their young people. They are also concerned about the high cost of institutional treatment of young people and require information of the effectiveness of such programmes in preventing re-offending.

In general, the public is unaware of the activities of institutions and often form their views from individual cases that are reported in a sensational way in the media. It is therefore important to explore all avenues of providing information to the public to promote awareness of the work of the institutions. Ensuring that effective programmes are delivered and providing the public

regular reports on the programme outcomes will go a long way in developing public confidence.

We considered that it is necessary for all countries to undertake a consistent and methodical approach to developing a Public Relations Strategy.

1. Developing a Public Relations Strategy

(i) *Getting Started*

Define the problem or issues that relate to public confidence. This will include undertaking research and surveys to find out how confident the public are about the institution.

(ii) *Planning and Developing the Strategy*

Identify the target groups, establish the goals and objectives, identify the benefits to the institution and target groups. Select the techniques to be used to assess progress against the plan.

(iii) *Develop Materials and Activities*

Decide what the key messages are that the institution wants the public to hear. Then plan activities, special events and other promotions that will help communicate the message.

(iv) *Write the Communications Plan*

This must include the issue, goal, objectives, target group, benefits, delivery methods, resources, indicators of success, and assessment methods. Timeframes are then assigned for implementing the strategy. The strategy is then recorded in the Institutional Management section of OBIS.

(v) *Implement the Plan*

Work with community leaders to help ensure the message is at least considered by the people who count.

(vi) *Measure the Results*

As with any strategy it is important to measure its effectiveness. Information gained should be detailed into a comprehensive report for use in developing the next plan.

2. Target and Strategy

Although our group did not have the information available to develop a comprehensive public relations strategy for each country, we identified from our experience, the target groups necessary to gain public confidence. These are:

- The families of the juveniles in the institution.
- The immediate neighbours of the institute.
- The general public.
- The media.

Table 4 identifies our target groups in the community and their areas of concern about juvenile treatment and rehabilitation. It also identifies our strategies.

In order to improve our strategies to gain public confidence, the overall results of public participation and effectiveness of the strategies will be monitored and evaluated. The evaluation will include questionnaires and surveys.

V. CONCLUSION

In the field of Juvenile Justice, the United Nations has played a key role in establishing Standard Practices by preparing international instruments (UN Rules). A number of Member States have undertaken special efforts to administer a Juvenile Justice System in line with these instruments. In the process of these efforts for Juvenile Justice reforms, the need for technical assistance has become evident and led to various activities. This

118TH INTERNATIONAL TRAINING COURSE
REPORTS OF THE COURSE

course at UNAFEI is an example of these activities of conducting a training course focusing upon the treatment of juvenile offenders.

Recently the organisations in charge of the treatment of juveniles in conflict with the law are facing many challenges. In some countries, the treatment system is overwhelmed by the sheer volume of offenders supplied by the criminal justice administration. In some countries, the pressure from society to redefine the most appropriate measures to deal with Juvenile Offenders has intensified, resulting in many legal and administrative changes. Equally, in some countries, the introduction of new technologies, such as information technology is craved, but barred by the tremendous amount of human and monetary resources required. In other countries, the costs of offender treatment is under pressure to be reduced so that offenders and the rest of society get a reasonable share of the national wealth. Considering the above facts, UNAFEI aims through this training course, to come up with strategies to overcome recurrent and newly raised challenges in this area, focussing management of offenders and management of treatment organizations.

We, all members of the group work, serving in the criminal justice administration discussed our countries' situations and shared our experiences to explore the best practices in the institutional treatment of juvenile offenders. Newly emerging ideas such as 'risk management', restorative justice and multi-systemic approaches, which gives impetus to the integration of the various treatment systems at the institutions, have been studied and suggested as an integrative approach in designing a model system.

In the group we exchanged our views concerning the introduction, development and utilization of offender data management systems in each country and agreed that the introduction of an individual case file/record system with a sophisticated database, utilizing information technology will help to study the trends of changing characteristics of juveniles and their crimes.

There is no alternative to training. Although the training of staff has been of perennial concern to correctional treatment providers, many countries have had difficulty in equipping their treatment officers with the knowledge and skills necessary for working with juvenile offenders. Group members discussed in length and designed best practices for training of their officers. The idea in designing the curricula is based on the theory of Recognized Prior Learning (RPL).

Since juvenile criminal justice has changed dramatically in recent years, managing public relations is becoming more and more difficult for the correctional institution officers and gaining public confidence is becoming crucial to the correctional institution services. Keeping in mind the urgency in this regard the group shared their experiences and developed a strategy, linking up with the Offender Based Information System (OBIS) for obtaining feedback through conducting research/evaluation.

In the end we hope that the proposed model will be practically applicable in every participant's country, of course with some of the modifications keeping in mind the nature, resources and circumstances. At the same time, it will be helpful in achieving a framework for individualized treatment with effective

training programmes and intervention with standardized staff training programmes and OBIS and suggestions for gaining public confidence.

ACKNOWLEDGEMENT

The endeavours and deliberations of all the participants of Group 3, are appreciated and acknowledged as all have contributed a lot through their shared knowledge and experiences to develop this paper as a useful model of “Best Practices in the Institutional Treatment of Juvenile Offenders”.

The acknowledgement is also dedicated to the visiting experts to UNAFEI especially Ms. Pamela Phillips whose valuable contribution was an asset to the group discussion. Credit also goes to the distinguished faculty members, particularly Professor Kenji Teramura and Professor Yuichiro Tachi whose knowledge and expertise on the subject of criminal justice have supported and guided the group from the discussion stage to the development of this paper.

We wish to extend our profound gratitude to the Programming Officer for this course Professor Hiroshi Tsutomi and the Director of UNAFEI Mr. Mikinao Kitada for their invaluable contributions during our deliberations. We are also grateful to our interpreters whose expertise and efforts made deliberations possible and successful.

Finally, we want to acknowledge the work of UNAFEI, and offer our sincere thanks for the knowledge gained by participating in this course. This will be invaluable when we return to our respective countries and organisations.

REFERENCES

John C. Gibbs, Granville Bud Potter And Arnold P. Goldstein, *The EQUIP Programme—Teaching Youth to Think and Act Responsibly Through a Peer-Helping Approach*, 1995.

Correction Bureau, Ministry of Justice, Japan, *Correctional Institution in Japan*, 1999.

Rob Allen, *Children & Crime—Taking Responsibility*, 1996.

Gerald G. Gaes et al., *Correction Treatment*, 1999.

UNAFEI, Resource Material Series No. 40. December, 1991.

UNAFEI, Resource Material Series No. 42. December, 1992.

UNAFEI, Resource Material Series No. 45. December, 1994.

UNAFEI, Resource Material Series No. 46. March, 1995.

UNAFEI, Resource Material Series No. 51. December, 1997.

UNAFEI, Resource Material Series No. 52. January, 1998.

118TH INTERNATIONAL TRAINING COURSE
 REPORTS OF THE COURSE

Chart 1

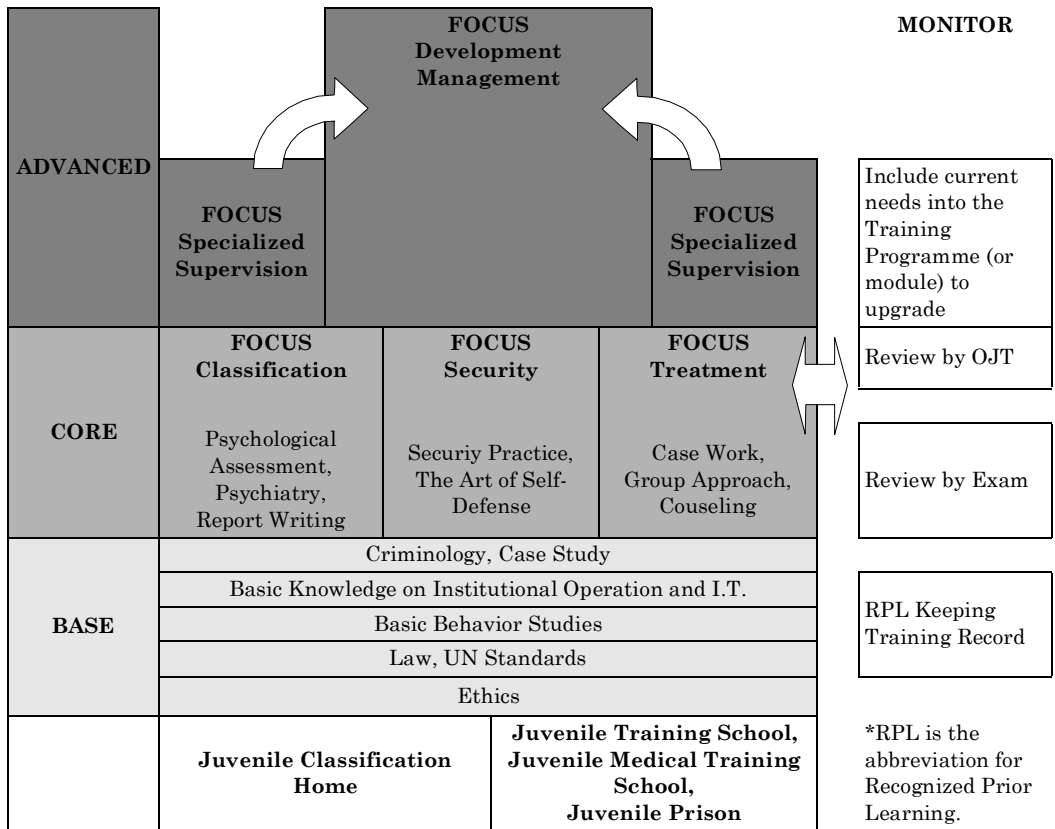
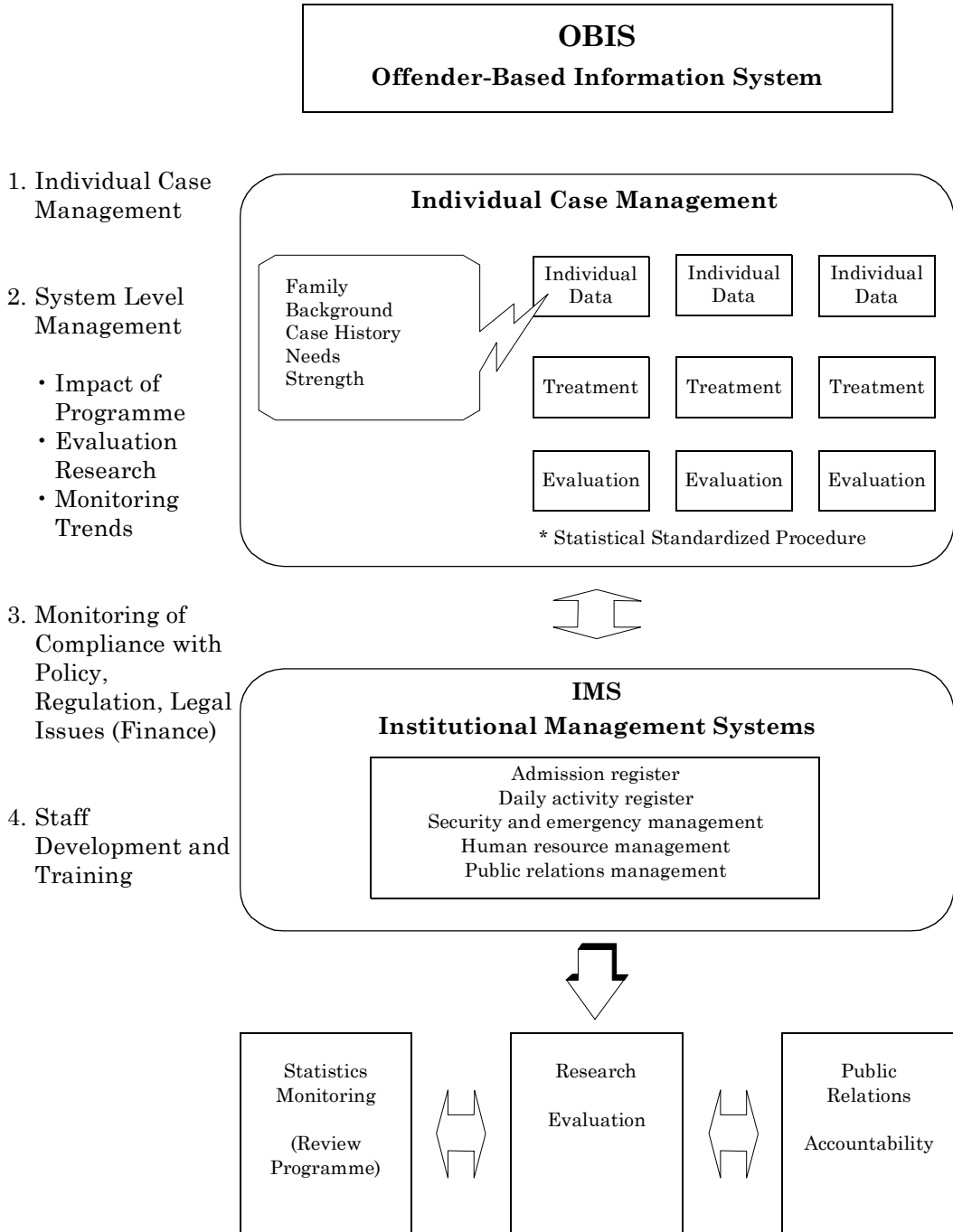


Chart 2
Offender-Based Information System



118TH INTERNATIONAL TRAINING COURSE
REPORTS OF THE COURSE

Table 1
Proposed Curricula for the Staff Training

Advanced Course	Focus <u>Specialized Supervision</u>	Focus <u>Development Management</u>	Focus <u>Specialized Supervision</u>
Core Course	Focus <u>Classification</u> <ul style="list-style-type: none"> • Psychological Assessment • Psychiatry • Report Writing • Interview Method • Psychological Test • Classification Practice • Case Study 	Focus <u>Security</u> <ul style="list-style-type: none"> • Security Practice • The Art of Self Defense • Physical Training • Crisis Management • Law (The Constitution, Criminal Law, Juvenile Law, Prison Laws and Legislation etc.) • Behavior Sciences 	Focus <u>Treatment</u> <ul style="list-style-type: none"> • Case Work • Group Approach • Counselling • Treatment Practice • Protective Detention Practices • Outline of Problem Behavior
Base Course	<ul style="list-style-type: none"> • Occupation Ethics • Law (The Constitution, Criminal Law, Juvenile Law, Prison Laws and Legislation etc.) • UN Standards • Basics Behavior Sciences (Correctional Psychology, Correctional Pedagogy, Correctional Sociology, Child Psychology) • Child Welfare • Basic Knowledge on Institutional Operation and I.T. (Outline of Correction, Security Practice, The Art of Self-Defense, Information Processing etc.) • Criminology • Case Study 		

Table 2
Finding New Resources

Target Area	Focal Need	Available Resources	Effects
Human Resources	Vocational education, Formal Education	NGO/Relevant Company, Governmental Agency	Reduce manpower cost after achieving skill and license, certificate, the chances of rehabilitation and reintegration community care enhanced
	Counselling, Group work, and other Psychological Services	University Internship Programme	Reduce recruitment cost and initial training
	Extra Curricula, Special Activities (camping, study tour, concert, cultural activities)	NGO/Relevant Organization	Reduce the cost incurred on these programmes and it will also help in the personality development of juveniles.
	Medical Services	NGO/Relevant Organization	Reduce recruitment cost as well as initial training cost with high quality service
	Staff Development	UN, other JJS agencies	Reduce recruitment cost as well as initial training cost with high quality service
Material/ Monetary Resources	Facilities and various materials (e.g., clothes, office material, sports goods, new institution)	Official Development Aid, Private companies, NGO	Reduce operational cost and invest budget for more important area
	Cash	Donation, Fund raising campaign Public/Each people/Business Community	Reduce operational cost and invest budget for more important area

118TH INTERNATIONAL TRAINING COURSE
REPORTS OF THE COURSE

Table 3
Form for Assessment Information

	Element	Content
1	Personal Information	Name, Gender, Date of Birth, Address, Number
2	Care History	Probation, JCH, JTS, JP etc.
3	Living Arrangements	Current Living Arrangements
4	Family and Personal Relationship	Family Members and Cares, Family Members (Criminal Activity, Alcohol Abuse, Experience of Abuse etc.)
5	Statutory Education	Regular Truancing, Under-Achievement, Bullying
6	Employment, Training and Further Education	Lack of Qualifications, Skills or Training, Negative Attitude towards Employment
7	Neighbourhood	Rural Area, Metropolitan Area (Crime “hot spot”)
8	Lifestyle	Friendships, Reckless Activities
9	Substance Use	Tobacco, Alcohol, Amphetamine, LSD etc.
10	Physical Health	Physical Immaturity / Delayed Development
11	Emotional and Mental Health	Mental Illness, Emotional Psychological Difficulties
12	Perception of Self and Others	Confused Sense of Identities, Lack of Understanding for Other People
13	Thinking and Behaviour	Poor Control of Temper, Aggression, Inappropriate Activities
14	Attitudes to Offending	Lack of Remorse/Understanding of the Effect of Their Behaviour on Victims
15	Motivation to Change	Stop Offending, Co-operate with Others (JCH other agencies)
16	Needs	• Summarize key Needs
17	Strengths	• Summarize key Strengths
18	Progress Record	Result of programme (ITP), priority of programme

Table 4
Public Relations Strategy

Target Group	Their Concern	Strategy
Family of juvenile	Well being of juvenile	<ul style="list-style-type: none"> • Involve family participation (ex. Family conference)
Neighbours	Escape Noise	<ul style="list-style-type: none"> • Security • Minimize noise levels • Provide facilities free of charge • Community services
General public	Safe/Secure Humane treatment Lack of information	<ul style="list-style-type: none"> • Invite public participation <ul style="list-style-type: none"> - Board of visitors - Spiritual counseling & moral education, etc. • Community services • Dissemination of official information • Internet/website
Media	The right of juvenile The society to know the role of the institution in relation to treatment of juvenile	<ul style="list-style-type: none"> • Invite media to cover special activities of inmates • New development

